SURVEY Midmonthly

THEY CALL IT RELIEF
Gertrude Springer

"BOOTLEGGED" BABIES
Wendell F. Johnson

VISITING HOUSEKEEPERS
S. Flora Klein

WAYS TO UNDERSTANDING
Paul L. Benjamin

ALEXANDER JOHNSON
Adventurer in Social Welfare

JUNE JOURNAL OF SOCIAL WORK 1941

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So They Say

• Act as men of thought; think as men of action.—THOMAS MANN.

• Due to conditions beyond my self control I did not come.—*Letter to Red Cross Chapter, Wichita Falls, Texas.*

• So long as the sense of freedom persists, the people are capable of inventing their own antidotes for standardizing influences.—EDUARD C. LINDEMAN *in Social Forces.*

• Dear Sir and to Whom is Implicated in the Welfare and the Real Need of Those in a Pitiful Condition: I need help.—*Letter to Indiana State Department of Welfare.*

• We have a habit of washing out the good, precise, useful meaning in words by overworking them and spreading their meaning so thin that they no longer have precise connotation.—ROY SORENSON, *associate general secretary, National Council of YMCA's.*

• Morale in a society and unity in a society are results, not causes. They come from common aspiration and common action for the accomplishment of a common aim. You cannot create a common aim out of the ruthless scramble of each individual and group for his own privilege.—DOROTHY THOMPSON, *news commentator.*

• Trained intelligence is the scarcest and the most powerful defense weapon we have.—READ BAIN, *Miami University, Oxford, Ohio.*

• Men are free when they belong to a living, organic, believing community, active in fulfilling some unfulfilled, perhaps unrealized purpose.—D. H. LAWRENCE.

• Youth has felt humiliated by unemployment, and its way of lessening this humiliation is by youth organizations which devote themselves principally to the grinding of teeth.—RUTH BENEDICT *in The New Republic.*

• Prejudice is a social habit not a social law. To men and women of good will the world is too full of jobs to be done, of purposes to be accomplished, to excuse the perpetuation of bad habits.—MILDRED MCAFEE, *president, Wellesley College.*

• A too simple social radicalism does not recognize how quickly the poor, the weak, the despised of yesterday may, on gaining a social victory over their detractors, exhibit the same arrogance.—REINHOLD NIEBUHR *in "The Nature and Destiny of Man."*

• When I pay my taxes I buy civilization.—*The late Justice Holmes.*

• A good probation system is worth ten prisons. — AUSTIN H. MACCORMICK, *The Osborne Association, New York.*

• My primary concern as a case work instructor is that the students, in acquiring that knowledge, may not forfeit wisdom.—CHARLOTTE TOWLE, *University of Chicago, in The Family.*

• I do not begrudge America its happy hours, but I realize that of all countries in the world, America has the greatest fear of sorrow.—ISABEL DE PALENCIA, *exiled Spanish liberal leader.*

• Now, ladies and gentlemen, you are all old enough to know what is good and what is bad, so let me say something else.—DAVID SIMON, *aged ninety-one, to the residents of the Home for Aged Jews, Chicago.*

• But in the long run—believe me, for I know—the action of the United States will be dictated not by methodical calculations of profit and loss but by moral sentiment and by that gleaming flash of resolve which lifts the hearts of men and nations and springs from the spiritual foundation of human life itself.—WINSTON CHURCHILL, *in his Report on the War, April 27.*

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Photos by Lee for FSA

There are plenty of cold hard facts in Texas about human need under "local responsibility for relief." Here are three homes in Texas—a Negro sharecropper's near Marshall, a Mexican laborer's in Robston, an ex-farmer's near Jefferson. It's no answer to say, "Those people don't know any better."

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SURVEY MIDMONTHLY

JUNE 1941 VOL. LXXVII NO. 6

This Thing Called Relief

BY GERTRUDE SPRINGER

I would ask no one to defend a democracy which in turn would not defend everyone in the nation against want and privation. The strength of this nation shall not be diluted by the failure of the government to protect the economic well-being of the citizens.—*President Roosevelt.*

"A BILLION dollars should be cut from federal non-defense activities," says Henry Morgenthau, Jr., Secretary of the Treasury, and immediately horseback budgeteers sharpen their pencils and go to work on WPA. At the same time, WPA, firm in its theory that its function is work and not relief, sharpens its pencil to show that because of its many projects related to defense it is in effect a defense agency and has a rightful place on the bandwagon.

Sharp pencils can prove almost anything these days, even that the federal government has gone out of the "business of relief"; but behind imposing columns of figures, behind the "in generals" and "on the wholes" of national pronouncements, are uncounted numbers of people in various parts of the country to whom WPA's "swing to defense" means the loss of subsistence.

Defense projects are concentrated, of course, in definite areas and localities. It follows that if WPA becomes in large part a defense agency its quotas elsewhere will be cut and projects closed down. In fact that already is happening. The state quota, the over-all figures on WPA employment, may be relatively unchanged; but the shift to defense is concentrating projects in certain counties, which ironically enough already are enjoying "defense prosperity," and is thinning them in counties untouched by rising employment. Regional and county workers are scurrying around to find projects that can be tagged as defense.

WPA's shift to defense, if it continues and is accelerated by increased earmarking of the 1941-42 appropriation now before Congress, will bring into the open the facts about local relief in certain parts of the country which WPA has had the effect of obscuring. Any considerable contraction in the local distribution of surplus commodities which may result from events now unpredictable, would remove another beclouding smoke screen. The formulas by which WPA and surplus commodities are put outside the "business of relief" become pretty tenuous in places where they are all the relief there is.

When you begin talking about "returning relief to local communities" you become tangled in the red herrings of terminology. WPA is work, not relief; social security grants to the aged and to dependent children are assistance, not relief; surplus commodities are "in addition to," but are not relief. All the discussion therefore becomes a matter of definition.

In late May, I visited a great rich state where in 1936 relief was turned back to the communities. I wanted to observe the quality of social leadership in the state, the social temper in the communities, and to see for myself what happens to destitute people who fall outside the intricacies of definition. The state was Texas.

Texas has no state provision for general relief. In 1937 the constitution was amended to permit aid to dependent children and aid to the blind under the Social Security Act, but not until late this spring did the legislature make an appropriation to implement the services. To its problems of dependency among "poor whites" and Negroes is added dependency among large numbers of Mexicans down toward the border. Against the efficacy of any attack on these problems is imposed a public opinion, fairly general it seems, that "those people have always been like that . . . they don't know any better . . . they like to live that way . . . " and so on. The imposition of the poll tax effectively bars any political expression by "those people," and puts them outside the consideration of politicians.

BUT not so with the old folks. The poll tax automatically ceases at the age of sixty, so Texas has old age assistance and has had it since 1936. To be sure, grants never have measured up to the glittering campaign promises of office seekers, and they have taken some bad knocks from legislatures willing to vote for liberalization of eligibility but not for appropriations. But compared to the rest of the poor of Texas the old people are relatively well off. They have a homestead exemption of $5,000 and life insurance exemption of $1,000 and the ability of their chil-

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dren or other relatives to support them is not an issue.

Thus John Jones, aged sixty-five, may live in his mortgage-free home worth $5,000, have a paid-up policy of $1,000 and a son with a good fat income—in one case of record, $40,000 a year. But if that son says he is unwilling to support his father, he cannot be pressed to do so. John Jones is entitled to his "pension." I heard a John Jones admonish a social worker who was trying to extract certain facts as to his financial status; "Young lady," he said, "it ain't what I need that's your business. You're here to get me what I'm entitled to."

Two years ago Texas reorganized its hodge-podge of welfare agencies into a modern State Department of Public Welfare. The new administrative framework is adequate, but performance is limited by constitutional provisions on use of state funds. For example, state participation in public relief is barred. Efforts to get a referendum to change this prohibition hitherto have been stopped in legislative committees. As this is written, a resolution providing for a constitutional amendment had just been introduced on the floor of the house. It stipulates that appropriations for relief shall never exceed $5,000,000 a year.

THE state department has complete control of the administration of old age assistance; its regional and local staff have no functional relationship to other public welfare workers. The reorganization provided for state supervision of county welfare departments. The system looks well enough on paper, but the failure of the legislature to provide funds for enough staff for its adequate implementation reduces its effectiveness to little more than a gesture. The regional supervisors make their rounds of the counties, but their areas are so large, travel is so time-consuming, and their backing by the state department so half-hearted that their "supervision" is largely limited to admonitions.

Take, for example, the matter of standards of personnel about which the supervisors are supposed to concern themselves. "The new director in one of my counties is an eighteen-year-old girl just graduated from high-school," said one of these regional workers. "She is bright, she can type, and of course she has the right friends. My question as to her qualifications for the job was answered by the county commissioners with the assurance that all she had to do was to certify for WPA, CCC, and surplus commodities, and that anyway the job only pays $60 a month. I could have made a fuss and carried a protest to Austin, but the girl's friends were such that I would have gotten nowhere. I was licked before I started."

In an effort to appraise the leadership of the state department I talked with many people, from its own officials down through the ranks to citizens on foot. Apparently it conceives its function to be to carry out as effectively as may be the expressed desire of the legislature. It is not the protagonist of anything, not even of itself. It accepts the law as interpreted by the current state attorney and the appropriation vouchsafed by the legislature. It operates within these limitations and avoids trouble. Other things being equal, it prefers the services of competent workers, but it feels no obligation to further their professional development. The law requires that a worker in the state welfare department must have had four years' continuous residence in Texas prior to employment. There is no school of social work in Texas and professional leave is not encouraged.

The attitude of the department toward the profession of social work was demonstrated at the time of the meeting of the Texas Social Welfare Association (the state conference) in Dallas the first of May. A week before the date of the conference the chairman of the state board forbade the attendance of any state employe during office hours on penalty of no one knew what. The reason given was that the legislature, then in session in Austin, might react badly to pending appropriation bills if the social workers "went off to meetings" when so many old people were waiting to be served.

Whatever the reason, the conference was deprived of the leadership and experience of a large segment of its membership and the workers were subjected to professional belittlement in their communities. The one state worker who took the bit in her teeth and went to the meeting was fired on her return home.

It must not be assumed from all this that the social workers of Texas are inarticulate, that they fail to accept their obligation to speak out for the people whose needs they know so well. In 1939-40 the State Social Welfare Association collected from its members in 230 counties the cold hard facts about human need under "local responsibility for relief," and presented them last fall in a special publication. This has been widely circulated in the state and there is reason to believe that it may have influenced the legislators in their cautious approach to aid to dependent children and aid to the blind. In any case the social workers are continuing to hammer away on the facts revealed by the study, confident that sooner or later they will penetrate.

Three years ago social workers in Dallas instigated a study of the chaotic state of relief, the responsibility for which was being tossed back and forth between city and county governments. A direct outcome of this was a well organized city-county welfare department with a qualified staff, competent administration, and fairly adequate standards of relief. Right now social workers and laymen are joining their efforts to form a social planning body for the city.

NOT so happy are the results to date of the social welfare survey of San Antonio made last year by the American Public Welfare Association, at the invitation of Mayor Maury Maverick, under the sponsorship of a citizens' committee and with the cooperation of social workers. The number one finding of this survey was that most social and health programs for the poor and underprivileged were relatively futile until the basic needs of food and shelter—general relief—were met. The study was widely publicized in the city by the committee and the social workers, but public and political opinion shied away from the tax implications of relief for "those people," and the buck was passed back and forth between rival city and county political factions. A proposed amendment to the city charter to permit use of city funds for relief was voted down overwhelmingly in a recent election. "It's up to the county." When I was in San Antonio in late April the staff of the city-county welfare office had had two payless weeks, but had kept on with the work of certification to WPA, CCC, and surplus commodities. A last minute "emergency" appropriation by the county would keep the office open until June 30. After that—no one knew.

Discouraged but not disheartened, the social workers and other "good people" were keeping the facts of the survey alive. Their present enterprise is the formation of a

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social planning council through which public opinion can be stirred, mobilized, and directed.

Now the temper of the state welfare department, its interpretation of its franchise, and the dignity it accords its staff may not seem to have much to do with local responsibility for relief and the plight of people dependent on it. But it seemed clear to me that the attitude at the top ran out through the state to the furthermost county courthouse, and was reflected—with a few honorable exceptions—in local attitudes. In the counties as in the state department, I sensed a lack of conviction of the essential human worth of the people whom the program is supposed to serve.

In certain counties that I visited I could not avoid the impression that the county commissioners took their welfare duties not as a responsibility or an obligation, but as a headache and that to them the best worker was the one who bothered them the least.

In one of these counties the worker told me of a family whose plight was so desperate—"I was afraid some of 'em would die on the street"—that finally she took the story to the county judge "and he let me have $10." "A week or a month?" I asked. "Oh, just $10," she answered, and added naively: "I was lucky. It was one of his good-humored days. But, of course, I couldn't go to him often."

THIS worker was a thoroughly well-intentioned woman who got her job because of her late husband's respected position in the community. Her procedure was to certify everybody for WPA and hope for the best, meantime doling out commodities and perhaps a little clothing from the WPA sewing room. And given the realities of that particular county probably there was little else to do.

Into her office, the morning I was there, came a woman and her young daughter applying for recertification to a WPA sewing project from which she had been laid off for thirty days under the eighteen-months clause. The worker cheerfully recertified her, gave her an order for WPA clothing, and sent her on her way.

"Poor thing," she said, as the door closed, "she hasn't a chance. That project is laying off women, not taking them on. She isn't very bright and probably shouldn't have been assigned in the first place, but there was nothing else to do with her. The husband was killed in an accident three years ago, and there are four children and a crippled mother not entitled to a pension for three years yet. You'd hardly believe that woman is only thirty-five, or the girl seventeen?"

I certainly wouldn't. The woman looked a worn-out fifty, the girl a wizened ten. The woman could not write her name, so the daughter came along to sign the papers; she had been through the third grade. None of the three younger children, ranging from nine to five, ever had been to school. "They're sick a good deal," explained the worker, "and their mother doesn't make them go." I pressed the question of how this family would "make out" without WPA assignment.

"Well," said the worker, "she told me she had a wash last week . . . " (In that community a "wash," I learned, pays $1 regardless of its size, and you're lucky if payment is not in old clothes and left-over food.) "As long as commodities hold out they won't quite starve. If worst comes to worst I can go to the judge, but he hasn't much patience with poor whites. Those children aren't going to grow up any better than their mother. There isn't much you can do for such people, they've always been like that."

In May the Texas legislature, after much haggling, voted to institute a program of aid to dependent children, but the constitution puts a top limit of $1,500,000 on state funds to be used for this purpose. At the same session the legislature appropriated $21,000,000 for old age assistance.

In probing about for the way people "make out" I kept hearing of school lunch projects and finally saw two of them in action. The first was in a fine new school building with the school itself, the Parent-Teacher Association, WPA, and NYA joining forces to equip and operate it. Surplus commodities were the basis of the ample, well cooked, attractively served meals, but they were supplemented with donations from citizens and tradespeople. Children who could afford it paid 10 cents, others nothing —"and there's no difference at all in what they get." The project, I gathered, was fashionable. The "ladies" of the town make it a practice to drive children—"the poor ones, too"—from other schools to the one where lunch is served.

THE second project was in a colored school neither fine nor new. It had no equipment, no WPA or NYA personnel to man it, no supplements to surplus commodities. Members of the PTA take turns in cooking the food in their own homes, bringing the hot kettles to the school in little express wagons and baby-buggies. The children must supply their own plates and spoons. I watched them line up and offer battered old pie tins for the generous servings of cracked wheat porridge, stewed raisins, and graham muffins. The littlest fellow in the line held up half of a broken crockery plate.

The principal of the school told me that enrollment almost had doubled since the project was installed. He was proud of the project and troubled because of its impending closing for the summer vacation. I was proud of it, too—and troubled.

Social Security Board figures say that the average general relief grant in Texas is $8.51 a month. Workers in rural and semi-rural counties smile wryly at this figure. Take out Dallas, Houston, and a few other places, they say, and the average will be in cents, not dollars. I have no figures to prove it, but I have the word of well informed social workers that in the great majority of Texas counties there is no relief whatever except that afforded by WPA and surplus commodities, and no indication of any willingness to provide it. Every reduction in WPA in these counties sets people adrift. In Amarillo the WPA reported fifty families coming in from outlying counties where project quotas had been cut. "But employment is scarce here and there is no relief; so they move on, we don't know where." One of these counties reported that of thirteen cancellations of WPA employment in a week, four families had gone to California, two to Oklahoma, one to Colorado, one to New Mexico, and five just "away." More Joads.

Up to now defense industries have taken few of these people. For the most part they are middle-aged and unskilled, only rarely capable of training that would lift them out of the pick and shovel or day's work class. Like it or not, WPA seems to hold the only possibility for them. By no stretch of the imagination can projects in most of the Texas counties be linked to defense. If, therefore, WPA is obliged to get on the defense bandwagon, the trail of dislocation, destitution, and despair that it will leave behind in this state—and there are plenty of other states like it—is beyond reckoning.

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The only alleviation for such a situation would be, in the opinion of informed people with whom I talked, a category of general assistance added to the social security services and supervised by the Social Security Board. But —and Texas social workers are the first to make this proviso—supervised with teeth. Texas, they say—lowering their voices and looking over their shoulders—has gotten away with murder in the administration of old age assistance and with its dalliance with a merit system—not yet established. From time to time the Social Security Board has pressed the state to tighten its laws on eligibility for OAA, particularly in regard to property and insurance exemptions and ability of relatives to support. Indeed, such pressure is now being exerted with a rumored deadline of July 1 for suspension of federal grants. Texas people do not seem to take the warning too seriously: "What," they say, "threatening us again? Oh well, we're used to it."

A general relief category, financed in part by federal funds, could not, Texas social workers insist, be entrusted to counties in their present stage of social development. To be effective, it would need to be administered by a strong, politically free, philosophically convinced, state department, protected from top to bottom by a firmly enforced merit system, with no jokers in it. Only then, they say, will federally supported relief be an answer to Texas troubles.

Local responsibility for direct relief has been tried for five years in this state, and in others where the story is practically the same. The result has been dependence on federal agencies with a shocking and demoralizing residue of human destitution for which the communities cannot or will not provide. To deny the fact of federal relief by calling it WPA or surplus commodities is to deny realities. The almost inevitable curtailment of WPA in non-defense areas, the possible shrinkage of surplus commodities, will make the issue clear. Will this democracy, while pouring out its wealth in defense of its principles, "defend everyone in the nation against want and privation"?

The Way to Public Understanding

By PAUL L. BENJAMIN

Executive Secretary, Council of Social Agencies, Buffalo, N. Y.

THE difficulty of making social work understood is like Mark Twain's weather: everybody complains about it, but hardly anyone does anything about it. While the public plainly is baffled by our mystifying lingo we social workers continue to take in each others' professional vocabulary, smug in the belief that the community fund or the board or somebody will be impressed and provide the ducats to make the mare go. Few of us stop to consider why we are not understood, what we can do about it, and what it is that we want the public to understand.

We all have heard, and usually have shrugged off, candid if not complimentary comment which might, if we would let it, enlighten us as to what others think about us. I recall well one such comment by a reporter who crashes the front page regularly with gripping stories of humble folk written in language as simple and salty as that of ploughmen or fisher folk. He said:

> You social workers talk an outlandish speech which no one understands, not even yourselves. You seem to inhabit an unreal world, though the stuff which you are dealing with is life. Look out of your window. There it is, children dawdling home from school; women hunting bargains; men trying to sell somebody something or to keep from being sold. But the minute you begin to talk about human beings you cease to be human and become sort of animated case records. Your writing is wooden or dull, or high-and-mighty. When you talk about your work you are almost condescending to your audience. Now we all know you are doing an important job; some of you are swell. But why not come down with the folks?

We need to speak and write in concrete, human terms. Re-read the parables in the New Testament. "A sower went forth to sow." Jesus did not talk about integration, dynamic passivity, fixation, vertical therapy. To the shepherd He spoke of sheep; to the tiller of the soil, of the mustard seed; to the fisherman, of the net and the fish.

And now listen to one of our distinguished colleagues speaking at the National Conference of Social Work:

> Time in itself is a purely arbitrary category of man's invention, but since it is a projection of his innermost being, it represents so truly his inherent psychological conflict, that to be able to accept it, to learn to admit its likeness to one's very self, its perfect adaptation to one's deepest and most contradictory impulses, is already to be healed, as far as healing is possible or applicable, since in accepting time, one accepts the own self and life with their inevitable defects and limitations.

If we want social work to be understood we must be direct and simple, not recondite. We must speak frankly and convincingly. We need to study the way other people have taken the stuff of human lives that we know so well and have molded it into dramatic moving form. Pearl Buck has made the Chinese coolie become living flesh before our eyes; Martha Gellhorn in "The Trouble I've Seen" has dramatized the searing effects of unemployment; Jacob Riis' "How the Other Half Lives"; Clifford Beers' "The Mind that Found Itself"; Upton Sinclair's "The Jungle," each left a world different than before the book was written.

I will never forget an incident that taught me how unaware I was of the public's ignorance of my job. I was head of the family agency in Louisville and for about a year had been attending the Kiwanis Club luncheons. At each meeting the members stood up and gave their names and occupations. Thinking that I was advertising my agency, I arose week after week and said: "Paul Benjamin, the Family Service Society." But one day at the office my secretary asked: "Mr. Benjamin, why is it that the members of the Kiwanis keep calling up and asking us to send for their dirty clothes?" They thought I ran a wet-wash.

Now we social workers always are conducting publicity campaigns; year after year we go at it hammer and tongs. And yet our programs remain unreal to the general public, something removed from the ordinary way of life. What is the matter with the way we present ourselves?

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In the first place, it seems to me that our publicity partakes of "too many begs in the ask-it." Because of our intensive annual campaigns, the public has come to think of us as constantly hat-in-hand, begging for charity. We ourselves wince at the posters of the emaciated child, the gaunt-eyed cripple, the old man slumped on a park bench, and wish we could have more interpretation and less sob-stuff. But our campaign manager tells us that that's the only way to get the money. Maybe so, but this very emotional appeal may defeat an understanding of the essential purpose of social work. It leads to the belief that social work's only job is to feed, clothe, and shelter the poor. It spreads no understanding of the fact that human problems are so complex that they demand unusual skill and competence on the part of those who deal with them.

When individual agencies leave all the interpreting up to the Chest they disregard the slow, patient education necessary to the growth of community understanding. In one of our large cities the Chest always used to base its campaign upon a relief appeal. But with the changed conditions brought about by the depression, a separate campaign for leisure time and character building agencies was undertaken. The public just plain did not respond. It was habituated to "giving to charity," and it neither understood nor reacted to the idea of supporting services. However, in another city, where simple, effective stories of the various services had been told for years, support of the service agencies continued in spite of hard times.

A second reason for the public's failure to accept us at our own valuation is the wide gap which separates the opinions of many laymen and social workers on such matters as relief, WPA, and federal grants. If the social workers' opinion is more valid because he possesses more solid facts, it is his responsibility to make these facts known. Only when he does can he expect to fill the gap. Furthermore, if we social workers can by our works demonstrate the need for experience and skill in dealing with human problems we will have built a bulwark against political incompetents and a flying wedge to training and standards. But so far we have reversed the process. We have urged standards upon appropriating bodies who cannot understand why any intelligent person of good intent is not an acceptable social worker. And our persistence only fosters the notion that we do not want strangers.

OFTEN we pick stories for publicity purposes which make the case work process seem easy and obvious. I once told a case story—one of the success kind, with kisses and a fade-out at the end—to a group of school principals. Afterwards one of them said: "You make it seem so simple. Social work isn't like that. I have done some of it myself and I know how difficult it is. I'm afraid you've given the principals a wrong impression." It was a chastening comment.

On the other hand, we often use a shot-gun rather than a rifle in an effort to broaden understanding. We need to aim directly at community leaders. One simple approach to this is to keep an up-to-date card file of organization heads and interested citizens, cross-indexed for types of organizations and interests. Then, when you want to approach a particular interest group you have it ready.

But after we have done all we can think of, how may we reasonably be assured that our spoken or written words, our films, our pictures, our reports will bring about the desired results? In his "Discovery of Intelligence," Joseph K. Hart is concerned with why history is such a long tragedy of unrealized ends. He asks why, and concludes:

> Mainly because men have learned very slowly that aims do not get themselves enacted with reality through their over-intrinsic values, or through the pious hopes of their advocates. . . . It has taught us that our ideals are not happy accidents or the result of pious hopes; they are rather the actualization of our programs.

Ideals, social programs, and projects are not self-realized. They demand sweat and brain fag plus a knowledge of the way people act, individually and in groups, of why they act the way they do, and of how to influence their actions.

IN facing the public we tend to forget that education is a social process; that the experience of the individual gropes back into the accumulated experience of the race; that lives are shaped by folkways. I know a girl from the backwoods who is certain that corn will not grow unless it is planted in the full of the moon. She is equally sure that the right-gifted person can find water with a forked stick. As individuals we are all members of groups whose thinking sways our own, and much of the education which directs our conduct comes, not from formal instruction, but from some vibrant, concrete experience.

We also forget that people must assimilate a proposal for themselves. When men lost their tempers around the cracker barrel in the country store and over the bar in the city club discussing the President's Supreme Court plan, the court was no longer a sacred cow. It became understood. Education had progressed.

A third reason for our ineffective presentation of ourselves is, I believe, our fear of conflict. We say too easily, "We must forget our differences and work for our common ideals." But suppressed differences are like peat fire. They break out in unexpected places, and burn devastatingly. Bruno Lasker suggests a better maxim: "We must understand our differences and appreciate our different ideals." Only then can conflict contribute something which is not the result of one group riding roughshod over another, but something shot through with the ideas and ideals of the individuals within the group.

And again, we tend to forget that to approach individuals or groups successfully we must know something about them. We forget this in our daily relationships, though academically we know the wide range of environmental and cultural factors that play upon the individual and help to sway his responses. We know that when we understand others we begin to identify ourselves with them; that the richest privilege in life is to be allowed to share an experience with someone else or with a group; that if we share genuinely, our sharing is reciprocated.

After all what is it we want understood? Is it the minutiae of social work, its involved processes, its techniques, its professional vocabulary? Or is it that social work is trying to give human beings a better chance at being themselves? Is it the expert status of the social worker we want to have recognized or the need for a better social order with living wages, decent housing, playgrounds, good schools, and brotherhood among men?

Indeed social work is dealing with the stuff of humanity. Nothing that touches the lives of people is alien to it. To make it understood is to tell the story of men and women and of their struggle, and ours, to make life more bearable. We must tell the story simply, with truth, forthrightness, and feeling. If we can do this, we shall get understanding.

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Why Babies Are Bootlegged

By WENDELL F. JOHNSON

Director, The Child and Family Agency of Toledo, Ohio

ALTHOUGH this country is dotted with children's agencies and institutions with high standards in the matter of placing children for adoption, the fact remains that more than half of the adoptions in the United States probably are made without benefit of the safeguarding services that those agencies stand ready to give.

In spite of state laws, such as those of Ohio, which require placement of infants through licensed children's agencies, a majority of the children are handed over to permanent foster parents by doctors, nurses, or other unauthorized agents without any real consideration of the suitability of the home for the child concerned. Placements made by the child's own parents often are made even more carelessly, as many social workers can testify from experience with the unhappy results of those casual and hurried placements.

To those familiar with the satisfactions stemming from an intelligent placement made by a good children's agency, it seems strange that prospective adoptive parents so often accept "bootlegged" babies obtained from all sorts of clandestine sources. A possible explanation is advanced in a recent report adopted by the board of trustees of the Child and Family Agency of Toledo. This report, proposing a revision of adoption policies and procedures for the agency, was the result of a thorough discussion, first by a special committee of board and staff, and later by the entire staff and board. Kathryn Mullinnix, adoption specialist for the Ohio Department of Public Welfare, served as consultant to the committee. Says the report:

> There is some reason to believe that one of the factors that has caused a majority of adoptive placements to be made privately by parents, physicians, hospitals, etc., rather than through children's agencies, is a widespread notion that the children's agencies are opposed to adoptions, try to block them whenever possible, and insist on babies being brought up by their own parents.

In an effort to correct this notion, the agency reexamined its adoption policies, decided to liberalize them, and called community attention to the new point of view by making it the chief business at the annual meeting.

Although the agency has operated a child-placing service since 1919, it has placed few children for adoption, and has been proud of it. The reason for the small number has been two-fold: First, it has placed greater emphasis on keeping the child with its mother; second, it has been willing to place for adoption only "gilt-edged" children, whose parentage was pretty thoroughly known and quite free from hereditary taint.

Regarding the first point, the new statement of principles represents little change in practice, but it does try to correct the false impression that the agency is "opposed to adoptions." It states:

> While it is the belief of this agency that children are normally better off with their own parents than elsewhere, and that they never should be permanently separated from their parents for reasons of poverty alone, it is recognized that there are cases in which, for other reasons than poverty, the welfare of the child, its parents, and the community will be promoted by a satisfactory placement in an adoptive home.
>
> Above all, this agency is committed to the general principle that it does not impose its own judgment on its clients and it does not make their decisions for them.
>
> It is clear, therefore, that in no case must the staff attempt to force a decision, either to bring about a marriage to avoid illegitimacy and make a home for a child, or to cause a mother to give up her child for adoption, or to cause her to refuse to give it up. The agency's function will be to lay before the mother various possible courses, help her to examine the respective merits of those possible plans, and when necessary provide financial assistance while this process is going on. The important thing is that the mother (and the father, too, when he is in the picture) shall take the step with her eyes open, having made a calm, unhurried choice between several possible alternatives.

In an effort to remove the second reason for bootleg placements, the agency adopted a really revolutionary change in its concept of an adoptable child:

> Prospective adoptive homes vary widely as to economic level, as to intelligence, education, social status, and cultural standards. Children in need of adoptive parents vary as widely in their physical and mental equipment as in their parentage. It is as valuable a service to place an inferior child in a home that will offer him affection, security, and an opportunity to develop those capacities that he has, as to place a superior child with adoptive parents who will give him all the advantages of wealth, culture, and education. The important thing is to fit the child into the kind of home where he and the foster parents are most likely to make a happy adjustment.
>
> Granted the above premise, it is neither humane nor realistic to limit the definition of an adoptable child to one with good physical and mental equipment of his own and parents who likewise were mentally and physically normal.
>
> Through years of observance of high standards in the placement of children for adoption, the Child and Family Agency has come to be regarded as a source for a limited number of adoptive children who could be accepted with complete confidence by discriminating adoptive parents. It is important that the agency continue to merit this confidence and this statement of a broader responsibility contemplates no lowering of standards with respect to those children.
>
> But the agency owes an obligation also to the other homeless waifs who have an equal need for a permanent foster home but whose pedigree cannot be guaranteed. To undertake to find adoptive homes for them means equally painstaking selection of adoptive parents for this group of children, whereas to refuse this task means that they may be shunted off only to suffer haphazard placement by unskilled hands.
>
> With all this in mind, therefore, this agency considers a child adoptable if:
>
> 1. He is in need of a permanent adoptive home because his parents, after due consideration of other alternatives, are unwilling to keep him, or because they are permanently incapable of caring for him.
>
> 2. His mental and physical condition is such that a family home rather than institutional care is possible and desirable.

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3. A suitable adoptive home can be found that is willing to adopt him.

This means, for example, that a child about whose parentage the agency has little or no information may be placed for adoption if an adoptive home is willing to take the child, knowing that no guarantee can be given as to its parentage. It means that a child from even a questionable family background may be given the advantage of a foster home, provided one can be found that is suitable for that kind of a child. It means that even a child that is somewhat handicapped, either physically or mentally, may be placed for adoption if a family can be found that will take him, knowing his condition and willing to cope with it. In view of the large surplus of adoptive homes over the supply of children to be adopted, there seems to be a good chance of finding satisfactory adoptive homes even for such children.

The board, recognizing that such a policy requires the greatest care and skill in the selection of adoptive parents for a particular child, now has overhauled the whole process of handling applications. Instead of merely filing the applications of would-be adoptive parents with no investigation until there is a child to be placed, applications now are accepted only after a long and thorough interview by an experienced home-finder. Consequently, when a home is needed for a particular child, the worker has a number of possibilities from which to choose, concerning each of which she has a fairly adequate picture.

Other points covered in the agency's statement include: criteria for selection of adoptive parents, as to age, economic status, mental and emotional health, religion and so on; determination of paternity; information to be given prospective adoptive parents about the child; length of time after birth before placement; interstate placements; children from other communities; birth certificates in the name of adoptive parents.

Although the new policy and procedure have been in effect for only a few months they already have begun to influence the number of adoptive placements on which the agency's service is sought and the number actually made by the staff. Particularly gratifying has been the response of physicians who heretofore have shunned the agency, but who now are referring patients for a service which they realize has value for the child, his own parents, and his adoptive parents as well.

Housekeepers Should Keep House

By S. FLORA KLEIN

FOR many years various progressive family service agencies have provided visiting housekeepers to families in emergency situations. Until recently, however, these services have been available to comparatively few families. But with the coming of WPA and its search for ways of employing women chiefly skilled in housework, social workers began to urge the development of a visiting housekeeper service on a nationwide scale. The idea caught on and soon communities everywhere were counting WPA-sponsored housekeepers as a new and useful tool of service.

But now the time has come for communities to pass judgment on that tool. No WPA project is permanent. Even now Congress is under pressure to reduce WPA appropriations for everything but defense projects. Before its housekeeping service is lost, a community would be wise to examine it critically in anticipation of the possible establishment of an equivalent service as a local responsibility.

First, it well might ask the question, what does a social worker expect to accomplish when she sends a visiting housekeeper to a family? The need for the service, arising from the illness of the mother who may or may not be in the home, is probably apparent. Generally several young children require supervision and care. The father has been unable to take over the wife's duties because of his inability to cope with them or because of his work. But beyond the physical aspects of housekeeping, what does the social worker expect? Is she not apt to see this as a chance to improve a family's habits of living, to bring order into the home, to establish routines of well-planned, well-cooked and punctual meals? The children could be encouraged to carry their small share of the household tasks. Food fads, behavior difficulties could be handled firmly and consistently. In no time, dreams the social worker, the children could be normal, well-adjusted and happy youngsters. But these fond hopes, the social worker sometimes fails to remember, must be realized within the space of two to six weeks, the length of time a visiting housekeeper usually remains with a family.

Driven by the high goals put before her, many a visiting housekeeper has tried to achieve these objectives. She has given the home a clean-up such as it never knew before. She has introduced new and startling foods and has stretched the food dollar until the husband has begun to wonder why his wife did not do as well. She has been friendly with the children and they have tried to please her. She has done a good job, but what about the mother when she returns home and sees all the innovations? Experience shows that her feelings are decidedly mixed: relief at finding her children well cared for; fear and anxiety at the efficiency of this stranger in her home.

Let the social worker visit the home only a few days after the housekeeper's departure and ten chances to one she will find it right back where it always was under the mother's management. If she is an inexperienced worker she is discouraged and irritated; but if she is experienced, she is not surprised at the failure to change a family's life pattern within a few weeks. She knows that people will make only those changes that they really want, and she knows what a delicate and professionally challenging task it is to help people achieve even those changes which they themselves consider desirable.

Nevertheless, the housekeeper brings a real contribution to the family well-being at a time of crisis, fear, and confusion. She makes it possible for children who might otherwise have to be placed out, to remain at home. If they can continue in their accustomed way of living, attending their own schools, eating and sleeping in their own homes, playing with their own friends, seeing their father each night, much constructive help has been given. The family has not been disrupted, the children have been protected from fear at their mother's illness and absence. The mother has been able to go through her ordeal with an eased mind.

Granted that a housekeeper serves a useful purpose even though her "reforms" do not last long, what exactly can be expected of her in the home? In general, she may be expected to do the housework and cooking and provide

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physical care for the children. If her stay is of short duration, she should keep as closely as possible to the family standards and routine. In planning meals, she should consider the family's tastes and habits, and not expect them to eat unfamiliar vegetables or cereals because she says so. Innovations of any kind should be introduced slowly, and rejection of them should not be taken too hard.

WHAT can a visiting housekeeper be expected to do with and for children? With such preliminary instruction as is given to mothers by visiting nurses, she might be expected to care well for infants. If the child is ill, she might give him simple bedside care under the direction of a physician or a visiting nurse. But it should not be her responsibility to give treatment by means of appliances, injections, and the like. In the final analysis, the responsibility of whether a housekeeper's care is adequate for a sick child should rest with a physician.

Since the visiting housekeeper has a day-by-day contact with the children in the home she must assume responsibility for some phase of child training, but she should not be expected to assume responsibility for treating deep-seated behavior problems. If she is working under adequate professional supervision she can bring such problems to the attention of the social worker for practical suggestions. But it is not incumbent upon the social worker to give the housekeeper a psychological explanation of the child's behavior. The social worker should confine her discussion to simple, direct exposition of immediate steps to be taken to meet the behavior difficulties.

The housekeeper may be expected to train the children in simple routinized activities. Undoubtedly it is good for a child to have a calm, quiet adult in the home to prescribe a schedule possible for him to follow. But if the mother is at home, the housekeeper should concern herself less with the children's behavior and more with household tasks. Most parents cannot bear even implied criticism of their handling of their children.

Sometimes a visiting housekeeper encounters considerable family conflict and friction in which she is pressed to take sides. She must not yield to these pressures, but must remain a sympathetic, friendly listener. It is up to her to keep things running smoothly so far as she is able in her own bailiwick. Family differences are not her business.

Simple bedside care and simple first aid well might come within the province of a visiting housekeeper, but if there is a member of the family who can share in some of these duties, the housekeeper should encourage such sharing. A division of responsibilities helps to keep the family from becoming too dependent on a person who is in the home only temporarily.

Teaching homemaking is something which might be expected of well qualified visiting housekeepers under certain circumstances. There are many homes, where the mother's absence is prolonged, in which adolescent children could be helped to pick up the reins of management. Housekeepers, if they are sufficiently tactful, also can help mothers with particularly heavy responsibilities in organizing household routines. There is the example of the young mother who was overwhelmed by the care of newborn triplets. An experienced housekeeper helped her develop an adequate routine for the care of her children without outside assistance. This type of service, however, demands a visiting housekeeper with a flair and competence for teaching household arts as well as for performing them.

The quality of the WPA visiting housekeeper service depends, as does any other social service, on the nature of its supervision. If a visiting housekeeper is expected to assume responsibility for activities involving considerable judgment, her work must be supervised by a competent professional. In communities where adequate professional supervision is available, the WPA service is equal to that provided by some of the best welfare agencies.

What kind of supervision should an agency give visiting housekeepers? Is it necessary for supervisors to be trained social workers, trained home economists, or some combination of both? Many visiting housekeepers are good practical homemakers, have experience in housework, meal planning, shopping, and caring for children. As individuals they also may be competent to deal with special personal and family situations. But housekeepers going from one family to another need some specific, integrating training and supervision to help them function equally well with families differing widely in living standards, size, and composition. A woman who does an admirable job for a family of young children may fail utterly with adolescents. The experience of agencies with well established housekeeper projects indicates that supervision is most effective when the supervisor is happily possessed of a substantial background in home economics and nutrition with some knowledge of the basic principles of case work.

The necessity for case work orientation in the background of the supervisor may be less obvious than the necessity for experience in home economics and nutrition. However, when a family applies for a visiting housekeeper, case work skill should be employed in evaluating the need for the service and in helping the family use it constructively. The supervisor must be able to discriminate between normal and pathological behavior, and must be able to establish such a relationship with the family and with the housekeeper that both will accept her direction. Of course she must be familiar with the social service resources of the community and of her own agency's place in the whole set-up.

Because of the combination of qualifications essential to the proper supervision of visiting housekeepers, it has been found advisable in some instances to have a home economist and a social worker share the responsibility. In other instances, it has been possible to give home economists and nutritionists the necessary orientation in the principles of case work.

TYPE of agency sponsorship which best can meet a community's needs for a visiting housekeeper service is open to discussion. Should it be a child-caring agency, a family agency, or an independent visiting housekeeper organization? Before reaching a conclusion, every community must study its own situation and evaluate the strength of its agencies. Increasingly the family society is becoming the multiple function agency, and in a small community is probably the best equipped to provide the professional direction needed. In a large community, with many services for various ethnic, religious and social groups, more than one agency might well develop visiting housekeeper service for its own clientele. Whatever the decision, the community must define the scope and character of the service to be given by the visiting housekeeper—whether for short time care, for long time care, or both. With a carefully delineated service, providing alert and professional supervision, a community may expect its visiting housekeepers to hold families together during crises and to contribute to their comfort and happiness.

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Budgets Were Made for Man

By SALVATORE RUSSO

Department of Public Welfare, Auburn, N. Y.

ALL social workers realize that budgets are small economic worlds in which the needs of clients are determined *a priori*. We may not want to force the recipients of relief into the same budgetary mold, but uniformity, impartiality, and office regulation produce that result. But the question inevitably arises, are we not, by thrusting clients into this prescribed mold, expecting them to be more intelligent than the average citizen, as well as more honest and truthful?

I recall my first experience with a family budget. We began married life with an expense account book put out by a state college of home economics. Each evening we wrote down the expenditures of the day in their proper category, but we never made ends meet. The chief value of the book lay in the data recorded in it; we could see what we had spent the previous month, but this did not help us allocate the next month's pay. In time we gave up the booklet and resorted to a homemade system of envelopes and later to small tin cans neatly labelled: rent, food, milk, electricity, and so on. Twice a month we divided our income into these containers. But in a few days we were borrowing for unforeseen emergencies, usually from the rent money because it was not due until the first of the month. We finally abandoned all systems and paid according to the first-come-first-served plan, finding consolation in the fact that even the government could not balance its budget. Perhaps this experience is not typical, but I am inclined to think that it is average.

Clients who receive relief by voucher do not have to worry about a budget because they have no choice, but those who receive cash relief or supplementary aid must spend their money according to the budget prescribed by a public agency or else must lie about it. The amount they may spend for food, milk, rent, incidentals, are all predetermined and cannot be overstepped with impunity.

In trying to determine whether the clients have the education and financial dexterity that is required to manage a budget we examined one hundred families taken at random from a list of long-time cases of all nationalities from every part of the city. Since we had no means of getting their I. Q. without considerable trouble, we used the extent of their formal education as a measure of intelligence even though we were aware that education and intelligence are not coequal. Each member of the family over twenty-one was included in the survey. The school grades recorded were those given by the client. No attempt was made to check them against whatever available facts existed in the public schools, since the city until a few years ago had a system whereby pupils were passed automatically each year through grade school regardless of achievement or ability. To resort to school records, consequently, would have been a check on the clients' veracity rather than a proof of school history. By their own admission the average education of the parents was six years. In all likelihood it was less, due to the "generosity error" to which most people succumb.

When the results were scrutinized more carefully we found that thirteen of the women and fifteen of the men out of a total of 192 individuals had never gone to school. Most of these could not read or write. Thirty women and twenty-nine men had not finished more than the fourth grade. This would give us not a normal frequency curve, but a skewed one, since we are mostly a people of ninth and tenth graders.

In our modern school curricula such practical matters as budgeting, shopping, computing interest, reading and estimating gas and electricity are taught in arithmetic classes in the seventh and eighth grades. Most of our young people who come on relief have not had enough formal education to have profited by these courses, and none of the older clients learned about these matters in school.

OUR study shows that these clients are lower in education than the average citizen of our community, and that very likely most of them fall in the lower quartile of the normal intelligence curve. Some of them are obviously superior to their degree of education, but there are also a substantial percentage who were shown by psychometric tests to be feebleminded.

If it is true, then, as our little study indicated, that these average clients constitute the lower end of the normal frequency curve, it is not remarkable that they have so much trouble in keeping within their circumscribed budgets. We are asking too much of them when we insist that they live according to a fixed plan. Whatever a client's way of managing his life may have been, however satisfactory it may have seemed to him, the day he comes on relief he must abandon it and accept a budgetary scheme with which he is totally unfamiliar and with which he often has neither the discipline nor the mental capacity to cope. Moreover, the scheme too often is presented to him ready-made with the force of a mandate: "Here's your budget. Follow it." That confusion sometimes drives him to subterfuge is not wholly the fault of the client. If the budget could be more liberal and flexible, including such items as ice, toothpaste, and haircuts, for example, the virtues of the client might be more noticeable and his veracity become more conspicuous.

The investigator or home visitor cannot solve the problem of the client and his budget by disregarding it. Its limitations are as binding on the worker as they are on the client. Indeed, the budget often appears as a veritable Procrustean bed upon which the recipient is mutilated with the welfare worker lopping off whatever needs do not fit.

The visitor hardly can be expected, in her relatively brief and infrequent calls, to make the client over into the kind of person who can live expertly on a budget. Quite possibly he himself is not that kind of person either. But I submit that an interpretive presentation of the budget to the client and patient understanding help in his process of adjustment to it hold much more potential value for client and worker alike than the take-it-and-like-it technique. Perhaps by working with the client and helping him learn how best to manage within the narrow limits of the prescribed budget, the workers themselves would learn something, perhaps even how to live on a budget.

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1847 — ALEXANDER JOHNSON — 1941

An Adventurer in Social Welfare

By PAUL KELLOGG

HAD THIS YEAR'S NATIONAL CONFERence of Social Work met three weeks earlier than the date set—which was the first of June—then the opening session at Atlantic City could once again have sent greetings to its oldest member. A stranger, hearing that he was in his 95th year and Lancaster-born, might have thought the custom merely a gesture to age. Nothing would have been further from the truth.

For when death came on May 17 to Alexander Johnson at the home of his son in Aurora, Ill., it was the heart of a boy that stopped as the sands ran out. In his last years of invalidism, his interest had never flagged in the New World and the new calling, both of which he had made his own so genuinely that in the minds of his fellows he stood out as the dean of American social workers.

This year marked the sixty-eighth of the series of such conferences, the fifty-eighth of his own membership in an association with which his life had been intertwined; as voluntary secretary from 1890 to 1893; president in 1897; general secretary from 1905 through 1913, with his daughter Margaret (Mrs. Hiram Motherwell) at his side. In his later years he had held a post of special intimacy and honor deftly arranged by his successor, Howard R. Knight. He shared his wit, his wisdom and his craftsmanship with all and sundry who came to his desk as Conference Counselor.

GO BACK FIVE YEARS—TO THE LAST PREceding Conference held at Atlantic City—that of 1936 under the presidency of Robert F. Keegan. Past presidents were called to the stage, and when Monsignor Keegan singled out Alexander Johnson, the great gathering rose and acclaimed him. He had come in an old man, warrantably so—for wasn't he all but four score and ten? When he left, he swung his cane and stepped off with a spring that went back to his boyhood in Ashton-under-Lyne. His daughter Enid was at his side, who was to write him on his 91st birthday:

"I had never realized so completely how much you meant to so many people all over America until I watched what happened at Atlantic City. . . . You didn't hear those who passed us on the boardwalk who exclaimed—'There he is—why bless him—he came!' Many came up and spoke to you but many more just beamed at you and were glad you had made the effort to go there—to renew their faith."

"UNCLE ALEC"

As he was fondly called for a third of a century by younger generations of the profession he helped so much to found. Here he is as he looked in his "prime"—a mere three score years and ten. He greatly prized this pen and ink drawing for *The Survey* by Abby E. Underwood—made from a snapshot by Elwood Street at the Blue Ridge (N.C.) Summer School for Social Work in 1920.

GO BACK FIFTY YEARS—TO THE INDIANapolis Conference of 1891. That was the first attended by Homer Folks, himself twice president since, who recalls the impression made upon him by its secretary—and how little a half century was to change it!—his robust build, his buoyancy and infectious give and take from the platform—and the insight that sprang from his fund of experience.

Go back fifty-seven years, to the St. Louis Conference of 1884, the first that Alexander Johnson himself attended, age thirty-seven, tailor by trade and now secretary of the new Associated Charities of Cincinnati. On arrival, he called at the headquarters hotel to pay his respects to the Conference president. He was ushered into a room where four dignified looking gentlemen stood waiting, looking, though not saying, "Well, what about it?" "What do you want?" He did not want anything and beat a retreat "chilled, embarrassed, humiliated." He "got even with them," as he put it, thirteen years later, when he himself was president at Toronto.

The Rossin House there, luckily enough, was run on the American plan. He asked the management to arrange a table of twelve, to serve the meals as at home, soup in a tureen, meats on a platter. Mrs. Johnson arranged for flowers. And at luncheon and dinner, the chairs were filled by delegates asked by them to sit at the "president's table"—"specially inviting any bashful newcomers." More than a hundred of them during Conference week. That was his "revenge."

HIS INDUCTION INTO SOCIAL WORK sprang from a similar overture, when he stayed after service to tell a minister how moved he was by his sermon. This was the Rev. Charles W. Wendte, the chief proponent in Cincinnati of the new charity organization movement of the early '80s. Later he came upon the young British immigrant in a street car poring over Volume IV of a ten-volume history—and he forthwith asked him to join a district committee. And here I should like to set down my appreciation of the self-education of Alexander Johnson—civilized man and pragmatic scholar that he was, with his love for beauty and music, his inveterate openmindedness toward whatever was fresh and promising.

Came an Ohio River flood and his prowess made him secretary of the new Associated Charities of Cincinnati leading on to Chicago as head of the initial Bureau of Charities there. In wartime, a third of a century later, he was to return to this field as director of home service in a group of southern states.

In 1889, came a call to the secretaryship of the Indiana Board of State Charities. He was the first of a famous triumvirate which included Ernest P. Bicknell and Amos W. Butler, and which was to make the Hoosier State a pacesetter of the Middlewest.

IN DUE TIME, IN ORDER TO CUT THE hardest knot among the state institutions, he was pressed into taking over for a decade the superintendency of the Indiana State School for the Feebleminded. He was to call it his "Church of the Divine Fragments"; brought to it the insurgency of his own rounded life and personality; and revolutionized methods and procedures years ahead of his time. He was above all else a gardener in dealing with human lives. One of his triumphs followed when he found a clay deposit, and his brickyard became a training ground for mind as well as muscle (and fun to boot). One of the most dramatic episodes in the history of the Indiana legislature was when Alexander Johnson

(Continued on page 198)

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Here in Washington . . .

By Rilla Schroeder

THE question, "What can I do for defense?" is about to be answered. The President has announced the long-rumored Office of Civilian Defense and appointed Mayor F. H. La Guardia of New York City as its director.

The avowed Number One objective of the new office is to awaken the people of the United States to the dangers of the times. It has other jobs to do, many of them, but civilian defense of any kind is out of the question until civilians appreciate how important is their part in national defense.

Washington Press Photo
RILLA SCHROEDER

The job of bringing the emergency home and yet not scaring the entire nation into another and bigger Martian panic is exactly suited to Mayor LaGuardia's talents. Behind his exuberant love of drama he is extremely level-headed and has a way of getting action.

Perhaps next in importance of the OCD's jobs is the co-ordination and proper utilization of the energies of the various volunteer groups, the men and women already awake to the import of events but not yet geared into the defense program.

The agency will come under the Office of Emergency Management but will be guided and advised by the President himself. Decentralization will be the keynote. The business of civilian defense is definitely a problem for states and local communities and the responsibility will be their's.

Under the executive order, two chief divisions were established: a Board of Civilian Protection with Mr. La Guardia presiding over representatives of the War, Navy, and Justice Departments, of the Federal Security Agency, of the Council of State Governments, and the American Municipal Association of the U. S. Conference of Mayors; second, a volunteer participation committee with Mr. La Guardia also acting as chairman and with a membership of not more than twenty representatives of state and local groups. The program is as yet, of course, rather vague in detail, but it is understood that it will in some respects draw on British experience.

RECOGNIZING THAT RACIAL DISCRIMINATION in defense industry is both undemocratic and inefficient, Sidney Hillman, associate director of the Office of Production Management, has taken a clear-cut stand against such practices. In a letter to all industrialists holding defense contracts, he pointed out last month:

"In many localities, qualified and available Negro workers are either being restricted to unskilled jobs or barred from defense employment entirely. . . . Such practices are extremely wasteful of our human resources and prevent a total effort for national defense. . . . All holders of defense contracts are urged to examine their employment and training policies at once to determine whether or not these policies make ample provision for the full utilization of available and competent Negro workers." [See "Negroes and Defense," *Survey Graphic,* June.]

Defense officials hope that Mr. Hillman's letter will be sufficient to reverse the tendencies he condemns. If not, there will be further warnings and perhaps direct action on the part of OPM.

The Barbour bill, demanding an investigation of discrimination in the defense program, has been considered by a subcommittee of the Senate Committee on Education and Labor which decided that it properly belonged to the Truman committee to investigate the defense program. The bill accordingly was referred to that committee.

PUBLICATION IN CERTAIN OF THE STATES of the names and addresses of public assistance recipients, together with the amounts paid each individual and family, must cease by July 1 if the offending state does not wish to lose federal aid.

Executive Director Oscar Powell of the Social Security Board has made the federal position quite clear to the states involved. The reaction, as was to have been expected, was wild outcries of "bureaucracy" and "federal interference." The practice is defended on the ground that the taxpayers have a right to know where and to whom their money is going, and that it keeps down chiselers.

Washington, however, has no alternative. The Security Act amendments of 1939 say very distinctly "effective July 1, 1941. . . . restrict the use or disclosure of information concerning applicants and recipients to purposes directly connected with the administration of old age assistance."

RUMOR HAS IT THAT THE NATIONAL Youth Administration and the Civilian Conservation Corps are to merge and that shortly. The merger probably will be accomplished by executive order since to wait for legislation would mean delay and bickering on the Hill. Paul V. McNutt, federal security administrator, is understood to be sympathetic toward the proposal and to have discussed the financial problems involved with experts from the Office of the Budget. The merger would put a definite end to the hopes of those who had thought to see CCC go under military control.

THE WPA APPROPRIATION BILL, NOW about ready for the House, undoubtedly will carry through with the President's recommendation that his budget message figure of $995,000,000 be cut to $886,000,000. In a special message on WPA on May 20 the President pointed out that since January 1 funds appropriated or recommended for national defense had been increased greatly and had reduced the necessity for the larger WPA amount. He reemphasized, however, a point made in the original message and later in his State of the Union address to the Congress, that while the increase in defense expenditures would have a bearing on employment it could not be expected to take up the entire slack.

He asked that the eighteen-months clause, inserted by the seventy-sixth Congress, be eliminated from the bill and that aliens, otherwise eligible, be granted the benefits of the WPA program. In conclusion he suggested that the administrative employes of WPA and of other federal agencies handling relief funds be included under the Ramspeck act (Civil Service) of November 26, 1940.

Howard Hunter, acting WPA administrator, testifying before the House Appropriation subcommittee, recommended that the present system of staggering WPA employment be abandoned. He favored beginning the new fiscal year with one million relief workers and maintaining that figure all the year.

REMOVAL OF SEVERAL OF THE GOVERNment agencies to the Midwest is recommended in bills introduced by Representatives Dirksen (R) and Sabath (D) of Illinois. The plea is made that Washington is overcrowded and that it would be well, in case of attack, not to have all government activities located in one city. The Illinois representatives seem doomed to disappointment. The President has indicated that he does not favor such a proposal although he would be willing to see certain of the agencies transplanted to nearby urban areas. The probability is that neither plan will go through. The agencies like to be in Washington, near the White House, near Congress, and many of their employes are settled permanently in Washington or nearby.

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The Common Welfare

Food and Fitness

A PROGRAM making use of modern knowledge of nutrition and the vast food resources of the country to improve the fitness and well being of the nation was recommended to President Roosevelt by the nine hundred delegates to the National Nutrition Conference for Defense who gathered in Washington at the President's call, May 25-28. The delegates included medical and scientific experts, and representatives of social work, labor, agriculture, education, industry, commerce, and government. Each of the nine round tables, the working groups of the meeting, presented a report to the conference. The recommendations to the President were based on these nine reports, and included: The use of the standards worked out by the food and nutrition committee of the National Research Council "as the general goal for good nutrition in the United States, and as a yardstick to measure progress toward that goal"; vigorous and continued research in nutrition; education of doctors, dentists, social workers, and teachers in "the newer knowledge of nutrition"; mobilization of all educational methods to spread sound nutritional knowledge among laymen; "vigorous and continued attack on the fundamental problems of unemployment, insecure employment, and rates of pay inadequate to maintain an American standard of living"; encouragement of agriculture to produce foods needed in greater abundance; the enrichment of staple foods, notably flour and bread, "with nutritive elements that have been removed from them by modern milling and refining processes."

These recommendations, and all the conference discussions, emphasize the two types of undernourishment prevalent in this country today. These are, in the pungent phrase of Paul V. McNutt, federal security administrator and chairman of the conference, "hollow hunger," due to poverty, and "hidden hunger," the malnutrition due to ignorance and bad food habits. The program is directed to the remedy of both, and the conference, wishing "to put on record its belief that such a policy and program have implications that go beyond the present emergency," concluded its report:

> No nation, certainly no great nation, has ever truly conquered hunger, the oldest enemy of man. Such an aim is not too high, such a goal is not too difficult for the people of the United States. It is in line with our tradition of pioneering on new frontiers. It is a particularly fitting task for us in this day when democracy should point the way to a new and better civilization for oppressed peoples all over the earth.

End of a Chapter

ITS own virtual liquidation is announced by the American Association for Adult Education, established in 1925 under the auspices of the Carnegie Corporation, and financed almost wholly by that Foundation. The "reorganization" was announced less than a fortnight after the annual conference of the Association at West Point, N. Y., in mid-May, at which there was no discussion of such a development.

The *Journal of Adult Education* will cease publication with the October, 1941, issue, completing its thirteenth volume. On September 30, the files, records, supplies, and library of the Association are to be turned over to Teachers College, Columbia University. The staff, including the members added to carry out a special "defense education" program during the past year, will be scattered. Morse A. Cartwright, director, will become a full professor and head of a new Institute of Adult Education at Teachers College. The Carnegie Corporation has provided $350,000 for the support of the Institute, to be expended over a ten-year period at the rate of $35,000 a year. Mr. Cartwright will serve as director without salary of a skeleton organization which will endeavor to continue the name and some of the functions of the American Association for Adult Education.

In its fifteen years of activity, the Association has had grants totaling more than $4,000,000 from the Carnegie Corporation. This has enabled it to hold regional and national conferences on adult education; to subsidize experimental programs carried on by various agencies in the adult education field; and to bring out a long list of publications, including some twenty volumes in a series of "Studies in the Social Significance of Adult Education in the United States." An over-all volume, based on these studies, is in preparation and will be completed.

A special committee has been appointed by Harry Overstreet, president, and Chancellor Harry Woodburn Chase, incoming president, elected at the West Point meeting, to work out a future program for the Association. It may recommend an effort to increase the membership, through direct appeal, or perhaps through mergers with other adult education groups. Even if this is not undertaken, Institute funds probably will enable the Association to hold its annual conference, and to publish a small news bulletin.

Toward Democracy

UN-AMERICAN practices in defense industry are being combatted actively in New York State, through Governor Lehman's recently organized Committee on Discrimination in Employment. State Industrial Commissioner Frieda S. Miller is chairman of the new agency, which is made up of some twenty-five representatives of industry, labor, and government, and of welfare, religious, and civic groups. Miss Miller states that the committee will concentrate on two forms of discrimination: "The first bars from defense employment many citizens of Italian and German extraction, even though they have unquestionably proven their complete loyalty to this country. The second makes it difficult for thousands of qualified Negroes and Jews to secure jobs in the plants which are rearming our nation. Both are contributing toward disunity at a time when common objectives and national unity must be paramount." The state group expects to work with federal representatives in developing constructive proposals, since the problems both of defense and of racial and religious intolerance are national in scope. After factual inquiry, the committee may recommend "modification of existing legislation or regulations," says Miss Miller.

The committee already has mailed a statement of its program to all New York firms working on defense con-

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tracts. This five-point plan includes: specific advice on work problems, supervision, and so on, to assist employers "in assimilating unfamiliar elements into their working force"; inquiry and policy development, with periodic report to and consultation with Governor Lehman; the establishment of subcommittees to deal with different phases of the problem, such as a subcommittee to consider trade union policies and practices in regard to Negro workers; analysis and summary of individual complaints; the development of a program of public education along the lines of the committee's purposes. "This program will be carefully devised to contribute toward a general 'climate of opinion' in which discrimination will not thrive."

Urban Blight

WITH the signing by Governor Lehman of the Urban Redevelopment Corporations bill, New York State made legislative history. This is the first legislation in the United States aimed at facilitating widespread rehabilitation of a city's blighted areas by private enterprise. Sponsored by the Merchants' Association of New York City and other business groups, the bill was approved by social and civic agencies.

While the job of rebuilding the cities is primarily the responsibility of private enterprise, the history of limited dividend housing legislation has made it obvious that private capital must be offered wider inducements to do the job. Privileges granted under this act to specially organized urban redevelopment corporations to induce them to clear and redevelop slum areas, include the use of the power of condemnation to secure the remainder of a site, provided 51 percent by area and value already has been obtained, and tax exemption on the increased value of the property for a ten-year period. Conversely, certain restrictions insure proper redevelopment and safeguard the city's interests. Earnings are limited to 5 percent during the period of tax exemption; standards must be approved by the local planning body, and financial and operating plans by a supervisory agency. It is hoped that effective action under this legislation will make cities better places to live in and will help support tottering municipal financial structures.

That the economic losses resulting from blighted sections are not confined to property owners but are a burden on the entire city and on all taxpayers is stressed in "Ailing Tax Areas," a new publication of the Citizens' Housing Council, 470 Fourth Avenue, New York. (Price $1.) Legislation similar to that of New York is under consideration in Illinois and Utah.

Under the Bombs

NOT so many chink-holes remain through which social workers on this side of the Atlantic can glimpse what goes on in social work across the water. Letters give flashes: "About twelve of our offices have been bombed, and several months ago [the Central Office] had a bomb on its front doorstep. Happily there were no casualties," writes a London social worker.

But reading *Social Work*, the quarterly journal of the London Charity Organization Society, is like raising a window shade. The April number tells of the Citizens' Advice Bureaus, a venture of private social work, which during the first thirteen months of the war gave advice and guidance to 110,000 bewildered citizens and answered 45,000 inquiries by letter or telephone. How the CAB in Islington works with the public assistance authority in billeting bombed-out people and meeting their emergency needs, how in Stepney it took its folding table and its forms and card indexes into the air raid shelters themselves, are graphically set forth. Another contributor tells of communal feeding stations, and the far-reaching changes they are bringing about in the household *mores* of Great Britain. Still another discusses, with many examples, the budgets of divided low income families—mother and children evacuated to the country, father staying at his work in the city. An interesting and revealing article from the organizer of an air raid shelter in one of the poorest and roughest districts in London answers some of the questions that have been in our minds about maintenance of decency and good conduct in such shelters. Finally a Borough Council Rehousing Officer tells of the various services available at the Air Raid Social Services Centers and how they are maintained.

"Social workers [in voluntary agencies]" writes one of them, "can double their usefulness by working for an official body with public funds behind it. Conversely, the welfare work of an official body ought to be planned and managed by trained social workers. Efficiency in this work lies with the professional . . . we hope that after the war . . . this principle will be remembered."

Probation's Hundred Years

"GREAT care was observed, of course, to ascertain whether the prisoners were promising subjects for probation, and to this end it was necessary to take into consideration the previous character of the person, his age and the influences by which he would in future be likely to be surrounded . . . ." Thus in 1852 John Augustus (see page 192) in the first probation report ever published laid down the principles which are the foundation of probation today. Now, as the National Probation Association celebrates the centennial of the first release of a convicted person to the shoemaker who during his life "bailed out" some 2,000 defendants, social workers can contemplate the slow but steady gait by which social progress is made. John Augustus was dead and thirty-seven years had gone by since his first appearance in court before any probation law was passed in this country, and that first law, when it did come, was applicable only to Boston. Not for thirteen more years did Massachusetts become the first state to have a statewide probation law. In 1898 Vermont followed suit. Since then forty-three enlightened states and the federal government have dropped into line. Today the President of the United States can—and does—say: "If the criminal's past history gives good reason to believe that he is . . . capable of becoming a useful citizen, there is no doubt that probation, viewed from the selfish standpoint of protection of society alone, is the most effective method that we have." However, even now the President must add: "And yet it is the least understood, the least developed, the least appreciated, of all our efforts to rid society of the criminal." So the National Probation Association, while pointing to the milestone reached by probation, at the same time sets up signposts to continued progress: strengthened understanding between citizens and their courts; education of the public to an appreciation of probation; improved statutes to raise personnel standards and eliminate political interference.

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The Social Front

Welfare and Defense

PLANS for the acceptance of community responsibility in meeting welfare needs brought by the defense program [see "Saturday Night in Town," by Gertrude Springer, *Survey Midmonthly*, April 1941] have passed the blueprint stage in several cities where defense activities are heavy. Philadelphia and Baltimore are among those which recently have reported a measure of success in coordinating the efforts to be of service to boys away from camp.

In Philadelphia the leading light has been the Council of Social Agencies. After making studies of the problems of health and recreation growing out of defense concentrations, the council stimulated the establishment of a coordinating organization called Mobilization of Recreational Resources for Defense. The mobilization is a "representative assembly" of organizations and interested individuals operating through a secretary *ex-officio* and a steering committee. The sub-committees of the steering committee come under three key units: "responsibility for men in uniform"; for "industrial concentrations"; for "normal services." Among the special projects already under way are: a house and room registry set up as a WPA project with the Philadelphia Housing Authority and the Council of Social Agencies as co-sponsors; an information center now run in connection with the Travelers Aid but eventually to be located in a reception booth on the plaza in the center of the city; a clearing house which registers recreational activities and available facilities and distributes tickets for entertainments for service men; a committee on social recreation which, among other duties, makes arrangements for girls to attend dances at nearby Fort Dix.

Baltimore's Council of Social Agencies also has taken the lead in coordinating local welfare services for defense, developing plans to meet needs which cannot be met through existing services, and acting as liaison between local activities and federal and state agencies. With the cooperation of the Maryland State Council of Defense, the Federal Housing Coordinator, and various local organizations it is helping to organize a city-wide Homes Registration Bureau for house and room registry. Through subcommittees of its Committee on Social Agencies and Defense it is stimulating agencies into arranging entertainments for service men, finding "blind dates" and chaperones for the cantonment dances, working for the establishment of a city club house for service men, providing information to the camps on the city's recreational facilities. Plans, however, have been somewhat abated by the refusal of the mayor to allow city funds to be used for the establishment of the service club.

Coordination—Pioneer in the real coordination of war relief solicitation is Houston, Tex. which has organized and incorporated a Houston War Relief Fund. Responsibilities of the organization are: to approve or disapprove the various money raising campaigns proposed in the area "in connection with the present or any future war"; to set the city's quota for all such campaigns; to conduct from time to time a combined campaign to provide the city's quota for the various appeals; to distribute the money raised to the organizations involved. The fund is backed by the city council which has passed an ordinance prohibiting the solicitation of money for war relief by any organization which has not been investigated and approved by the fund. . . . Vancouver, B. C. has set up two organizations for coordinating financial appeals for war work and civilian welfare and plans for service programs. The financial end is handled by a War Chest Committee which raises funds for both emergency and peacetime services. Planning is cleared through the Coordinating Council for War Work and Civilian Services. The council's objectives are: to provide a meeting ground for the civilian welfare agencies, special war services, and volunteer service groups where plans may be cleared, needs assessed, and cooperative services established; to define existing problems and anticipate others which are likely to come; to suggest ways in which the resources of the peacetime agencies may be put to use in meeting emergency needs.

In Canada—A series of mimeographed memoranda recently issued by the Canadian Welfare Council, Ottawa, describes the dominion's machinery for services to military men and their families. Memo No. 1 outlines the services by grouping them into three main categories: those falling under international covenants, such as contact with prisoners, care of the wounded and other traditional responsibilities of the Red Cross; those for the welfare of men in the forces or training camps, such as the provision of leisure time activities, all placed under the Directorate of Auxiliary Services; those for dependents of the military men including dependents' allowances, the responsibility of the Dependents' Allowance Board, and case service to dependents, allocated by the Dependents' Allowance Board to public and voluntary community social services. Memo No. 2 describes the procedures set up for administering the dependents' allowances which, it is pointed out, are granted not as a "right" but "for the purpose of alleviating financial anxieties." Memo No. 3 describes the plans of the General Advisory Committee on Demobilization and Rehabilitation for the reestablishment of ex-service men, plans which started two months after the declaration of war.

In addition to these memoranda the council recently issued a bulletin, "Into High Gear," presenting the Canadian "welfare panorama" under the defense program: relief rolls have been halved in the past year mainly because of increased employment, but "where automatic slashes have come by drastic public regulations there is a sorry hangover of desperate people crowding the voluntary services"; assistance for mothers, aged, and blind, sanatoria and general hospital costs have remained constant—"neither sickness, mental affliction, nor death, withdraw from a land because it embarks on a vigorous program of defense or war"; living costs have risen nearly 5 percent, with the highest increases in the essentials—food, fuel, home fittings, shelter; desertion and illegitimacy have steadily mounted. The whole is a vigorous argument for the continuance of community services not only in spite of but also because of the war.

Beginning at Home—The importance of community organization in planning for the welfare aspects of a defense program gives a timely ring to the appearance of a guidebook for establishing a community council. Published in response to many requests by Boston's Metropolitan Conference for Social Planning the manual explains the functions of a council, describes its organization, gives step by step procedures for securing community support and cooperation. It also outlines an agenda for a first meeting, prints sample by-laws, suggests projects and methods of financing. Price 25 cents from Mrs. Eleanor S. Washburn, Metropolitan Conference for Social Planning, 80 Federal Street, Boston. . . . Another publication calculated "to help the average American citizen strengthen his own community ramparts" is the new bulletin of the U. S. Office of Education, "Know Your Community," by Bess Goodykoontz. [See page 187.] The bulletin presents an outline for com-

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munity study for the use of civic-conscious groups. Says the introduction, "Community preparedness cannot take place overnight. It is the product of careful study and inquiry over a long period by many citizens." Available as Office of Education Leaflet No. 57, from the superintendent of documents, Washington, D. C., price 10 cents.

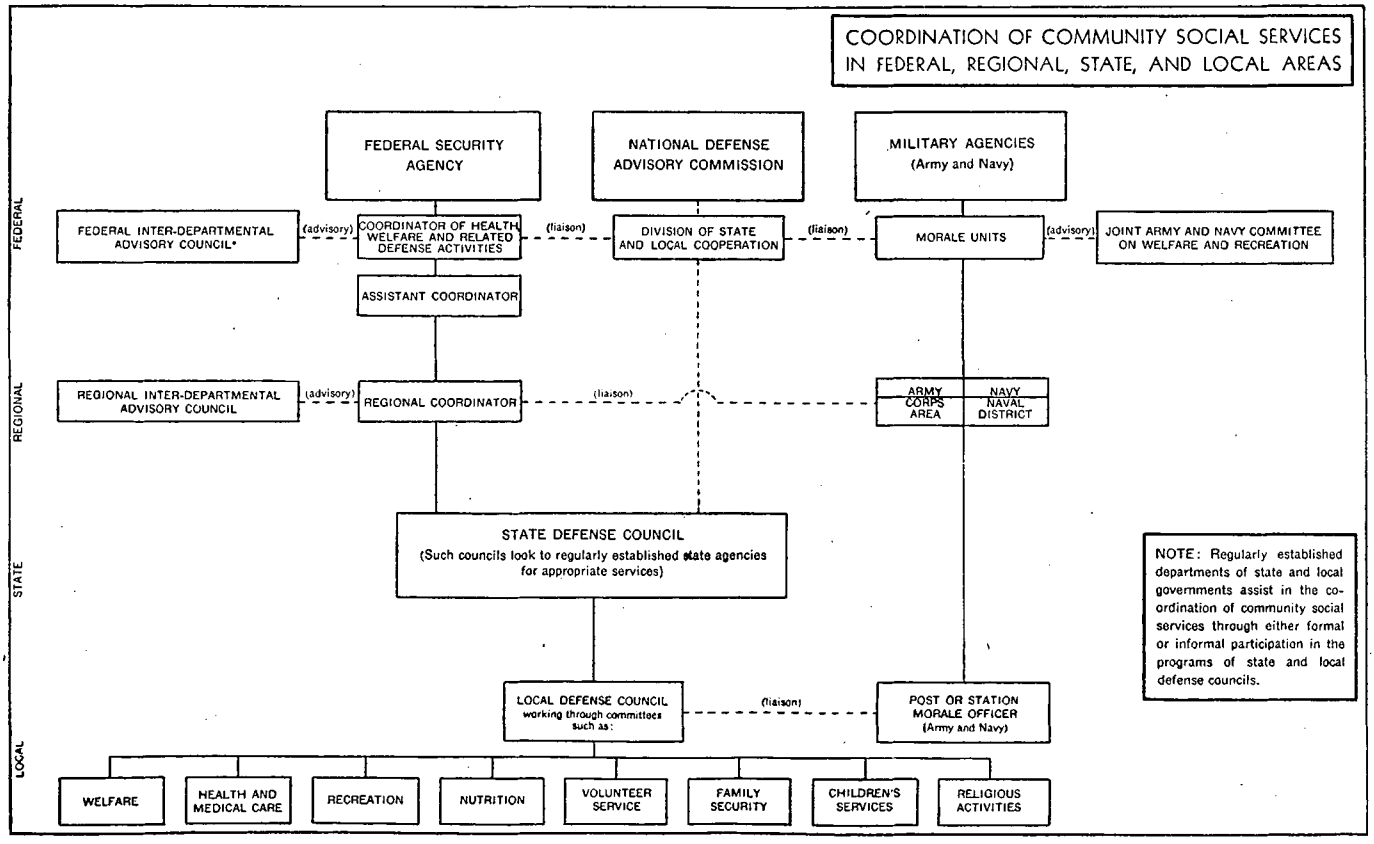
Discussion Outline— "Meeting New Responsibilities for Defense," a guide for study groups, compiled and edited by Edna d'Issertelle, is the result of intensive group thinking on the part of the committee on study outlines of the American Association for the Study of Group Work. Purpose of the guide is to help out groups and group work agencies who need direction in their efforts to think their way through to a recognition of their responsibilities in the defense of democracy. The outline contains no dogma, but suggests materials for study and asks questions which must be answered by any group wishing to find its place in the present scheme of things. It is accompanied by an excellent bibliography of magazine articles and bulletins concerned with the relationship of welfare, education, and recreation services to the defense program. Price 25 cents, less in quantity, from the association, 670 Lexington Avenue, New York.

Relief

LAST month, two years after the Federal Surplus Commodity Corporation—now the Surplus Marketing Administration—inaugurated the food stamp plan in Rochester, N. Y., [see *Survey Midmonthly*, May 1939, page 144] the plan was operating in more than 250 areas throughout the country and growing fast enough to indicate that by the end of this month it would be operating in 350 areas. More than 1,200 communities had applied to Washington for inclusion in the plan. During 1940 the federal government spent $18,941,312 on this unique program, generally acclaimed by business men, farmers, social workers, and relief recipients. During March 1941 food stamps added $8,930,000 worth of surplus farm products to the diets of 3,705,000 persons eligible for public aid. Among the various products bought with the blue stamps were 35,743,000 pounds of potatoes, 34,143,000 pounds of white and graham flour, 12,181,000 pounds of pork, 7,776,000 pounds of apples, 3,563,000 pounds of butter, 4,710,000 dozens of eggs.

Trend— Though it has not lived up to the expectations of chronic relief hecklers, the defense boom evidently has given general relief statistics a push which has sent them rolling slowly and jerkily down hill. A downward trend began last August. It levelled off somewhat in January and February, but took another cautious dip in March when the total amount spent for general relief throughout the country was $109,000 less than in February. During March 1941 there were 402,000 fewer families on this type of relief than in March a year ago. What proportion of these declines have been due to increased employment and what to decreased relief funds has not been analyzed.

One state where the downward trend has been uninterrupted for over a year is Pennsylvania which, at the last of April, had less than 300,000 persons on its relief rolls for the first time in the history of its eight-year statewide relief


COORDINATION OF COMMUNITY SOCIAL SERVICES IN FEDERAL, REGIONAL, STATE, AND LOCAL AREAS
FEDERAL
REGIONAL
STATE
LOCAL
FEDERAL SECURITY AGENCY
NATIONAL DEFENSE ADVISORY COMMISSION
MILITARY AGENCIES (Army and Navy)
FEDERAL INTER-DEPARTMENTAL ADVISORY COUNCIL*
(advisory)
COORDINATOR OF HEALTH, WELFARE AND RELATED DEFENSE ACTIVITIES
(liaison)
DIVISION OF STATE AND LOCAL COOPERATION
(liaison)
MORALE UNITS
(advisory)
JOINT ARMY AND NAVY COMMITTEE ON WELFARE AND RECREATION
ASSISTANT COORDINATOR
REGIONAL INTER-DEPARTMENTAL ADVISORY COUNCIL
(advisory)
REGIONAL COORDINATOR
(liaison)
ARMY CORPS AREA
NAVY NAVAL DISTRICT
STATE DEFENSE COUNCIL
(Such councils look to regularly established state agencies for appropriate services)
NOTE: Regularly established departments of state and local governments assist in the coordination of community social services through either formal or informal participation in the programs of state and local defense councils.
LOCAL DEFENSE COUNCIL working through committees such as:
(liaison)
POST OR STATION MORALE OFFICER (Army and Navy)
WELFARE
HEALTH AND MEDICAL CARE
RECREATION
NUTRITION
VOLUNTEER SERVICE
FAMILY SECURITY
CHILDREN'S SERVICES
RELIGIOUS ACTIVITIES

This intricate looking chart from the American Public Welfare Association's pamphlet, "The Public Welfare Job and National Defense," by Fred K. Hoehler, is in reality a simplification of the interweavings of national, state, local, public, and voluntary efforts in the pattern being devised for the maintenance of morale under the defense program. It shows, however, that in the last analysis the responsibility lies at the door of the local community. Says Mr. Hoehler in the pamphlet which describes the relationships of the various levels of organization: "The burden of responsibility for organization will fall most heavily on communities adjacent to military and industrial defense establishments. The resources of state and federal agencies will be made available as rapidly as possible to the expanding community services, but communities must be prepared before they can accept these resources."

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program. The decline continued in May when the State Department of Public Assistance reported that despite a drop in the WPA quota the cases leaving general assistance rolls because of WPA assignments outnumbered those added to the rolls because of WPA lay-offs. This seeming paradox was attributed to the activity of private employment in absorbing workers from WPA.

Uniform Standards—"Food makes energy and energy makes initiative," says "Recommended Standards of Assistance," the report of the budget committee of the Rhode Island State Department of Social Welfare, in presenting the case for meeting adequately the needs of relief and public assistance families. The committee, appointed to establish a guide for bringing to the various forms of public aid uniform standards for "recognizing, measuring, and meeting most constructively the financial problems of each individual and family," spent five months working out budget standards for food, clothing, housing, fuel, health, household furnishings, personal essentials, and insurance. The results are presented in tabular form in the report along with reminders of the flexibility that must be a part of any guide related to human beings or human situations. Should the division of public assistance adopt these standards for all the assistance programs, the immediate costs to the state would increase by $230,649—an increase of $161,982 for unemployment relief, $50,400 for old age assistance, $18,312 for aid to dependent children. But, says the department's director, Vincent Sorrentino, "the well-considered provisions for the preservation or restoration of health and morale can make each recipient an asset to his community, his state, and his country and, in the long run, far less costly to all."

Settlement—A free trip to Wooster, Ohio, where they spent several days visiting relatives and old friends, was the net result to Rosario Chirillo and his two sons of the year and a half legal battle with Westchester County, N. Y. over their right to live in New York State. [See *Survey Midmonthly*, February 1940, page 71; March 1940, page 110; August 1940, page 241; and April 1941, page 120.] Last month the Chirillos, who have been self-supporting for more than a year, were "deported" from Mamaroneck, Westchester County, to their former Ohio home because they had received relief in Mamaroneck in 1939, before they had lived in New York State for a full year. The cobbler and his two boys, whose railroad tickets cost the county a total of $34.50, were accompanied as far as Cleveland by two deputy sheriffs whose railroad fare also had to be paid by the county. The five travellers had two meals each on the train at the county's expense. Less than a week after their departure the Chirillos appeared again in Mamaroneck where Mr. Chirillo, refreshed by a pleasant vacation, resumed his shoe repair business. After another year of residence in the state Mr. Chirillo can apply for relief if in need. "Or," says the *New York Herald Tribune*, "if he prefers another trip to Wooster, he can apply sooner." . . . The intricacies of administration which settlement laws impose upon public welfare systems are pointed up in the preliminary report recently issued by the New York State Department of Social Welfare on its study of settlement and social welfare in the state. Not content with an examination of the workings of the laws the report also presents a critical review of their underlying concepts, challenging the theory of the "chargeback" system, questioning the legal, social, and economic validity of a "removal" program, discussing the pros and cons of doing away with all settlement laws. No definite recommendations are made as these are being saved for the final report which will appear "before the end of the year."

In the Schools

A BILL authorizing federal aid to education, and backed by the National Education Association, was introduced in Congress on April 7. S. 1313 would provide $300,000,000 annually to the states for the public elementary and secondary schools. The purpose would be to redress in part the present inequality in educational opportunity due to differences in tax paying ability in relation to the number of children to be educated in the various states. It is proposed that not more than one fourth of the funds be used to provide schools in defense areas, and that of the remaining three fourths, not more than one fourth be used by the states for the construction and equipment of school buildings. Three other important features are: the states with segregated school systems must use not less than their pro rata share for Negro schools, without reduction in the proportion of state and local funds these schools now receive; in order to qualify for federal funds, states must not reduce the amount of state funds going to the public schools in 1940; control of the schools is reserved to the states and their local school jurisdictions and prohibited to the federal officials.

The Textbook War—An open letter signed by more than fifty nationally prominent educators, writers, and religious leaders was sent to Vierling Kersey, superintendent of schools in Los Angeles, Calif., protesting the removal of the Rugg social science textbooks from the schools of that city. The letter was sent under the auspices of the American Committee for Democracy and Intellectual Freedom, of which Prof. Wesley C. Mitchell of Columbia University is chairman. The letter holds the textbook ban "a grave threat to educational freedom not only in Los Angeles, but, because of the precedent it sets, in our country as a whole."

The current controversy over textbooks is well summarized in the Information Service leaflet of the Federal Council of Churches for May 17, which includes quotations from reports and expressions of opinion on all sides of the controversy. (Order from the Council, 297 Fourth Ave., New York, price 5 cents.)

Embattled Parents—Members of the Lincoln School Parent-Teacher Association have brought suit against Teachers College, Columbia University, to prevent the proposed merger of Lincoln and Horace Mann Schools. The complaint stresses the fact that the Lincoln School endowment was established by the General Education Board specifically for the maintenance of the school, and that the annual reports of Teachers College have listed this three million dollar fund as the "Lincoln School Endowment" for the past fifteen years. Recently, when the plan to merge the two experimental schools was announced, "the name of the fund was changed by Teachers College to 'General Education Board Fund for Research in Elementary and Secondary Education'." Long negotiations looking toward a settlement of the controversy between Teachers College and the Lincoln School parents broke down a few months ago, and the parents voted to take legal steps. The complaint charges that the true purpose of the proposed merger is "not the advancement of the cause of experimentation and investigation in elementary education," in accordance with the General Education Board grants, "but the reduction of the deficit of Teachers College," and is therefore a violation of trust.

England's Public Schools—A basis of reform for England's public schools (they would be called private schools in this country) is outlined in a recent address to the Royal Society of Arts by Canon Leeson, headmaster of Winchester. This noted schoolman stressed his belief that the public schools represent an educational method and tradition which it is in the public interest to preserve and transmit. At the same time, he expressed the conviction that this form of education should be made more generally available for all boys considered

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fit for it, irrespective of their degree of wealth or poverty. He proposed a reduction in the cost of this type of education, and state boarding scholarships for boys from elementary schools to be awarded in cooperation with the secondary schools. *Bulletins from Britain,* issued by the British Library of Information, comments that "Canon Leeson's suggestions are in entire agreement with Mr. Winston Churchill's recent declaration that the 'advantages and privileges hitherto enjoyed only by a few shall be far more widely shared by the men and youth of the whole nation.'"

The Boston Convention—The theme of the annual convention of the National Education Association, to be held in Boston, June 29 to July 3, will be "The School's Part in the Maintenance and Development of Democracy." The subjects for discussion at the general sessions are: The World Situation; The Welfare of Democracy Demands Better Opportunities for Children and Teachers; The School's Responsibility in Meeting the Problems of Youth; The National Situation.

A Notable Report—Several sweeping changes in elementary school administration in New York City are recommended in a 192-page report based on a three-year study, and made public in mid-May by Stephen F. Bayne, associate superintendent of schools. The report proposes a policy of annual rather than semi-annual promotion; elimination of graduation exercises; rotation of teachers; construction of smaller buildings. The report urges that no new buildings be planned to house more than 1,500 pupils; that teachers be required to take in-service courses throughout their careers; that principals be required to devote at least 50 percent of their time to improving teaching methods; and that the principal also "concern himself directly with the problem of wholesome recreation within the school community," in cooperation with the department of parks, the Community Council, the parent-teachers organizations, and other groups.

Referendum Returns—First returns from the national referendum of its membership being held by the American Federation of Teachers show an overwhelming majority in favor of revoking the charters of two New York City locals and one Philadelphia local [see *Survey Midmonthly,* April, page 119]. Of the 7,550 teachers in the Chicago Teachers Union entitled to vote, 5,258 voted to revoke the charters, 892 opposed. The Chicago union is the largest organization in the Federation. The action against the three unions was brought by the AFT executive council in February. The resolution favoring a referendum was based on charges that the three locals were consistent followers of the Communist Party line. Announcement of the final result of the referendum is expected early this month.

Record and Report—A condensed report of the Institute for Rural Youth Guidance, held in Washington, February 27-8, 1941, is available in a reprint from *The Educational Record,* "Guidance for Rural Youth." Order from the American Youth Commission, 744 Jackson Place., Washington, D. C. Mailing charge, 5 cents. . . . Useful to teachers and school board members is a new pamphlet, "Know Your Community, as a Basis for Understanding the Schools' Problems," prepared by Bess Goodykoontz, assistant U. S. Commissioner of Education. From the superintendent of documents, Washington, D. C., price 10 cents. [See page 184.]

Among the States

NEXT October the U. S. Supreme Court will hear the state of California defend her "Okie" law which forbids anyone to aid in bringing a known indigent into the state. Last month when a test of the law was argued before the court, no attorney appeared for the state and the court ordered a reargument with the state's attorney general or his representative present. The test case has been provided by Fred F. Edwards who recently received a suspended six months sentence in a California court for bringing his jobless brother-in-law to the state from Texas. At last month's hearing counsel for Mr. Edwards argued that the California law sets up a barrier "based upon possession or lack of wealth" which, if copied by all forty-eight states, would convert America into "forty-eight economic concentration camps."

About Illinois—The impact of federal aid, first for unemployment relief and later for the categorical assistances, upon Illinois welfare administration and standards receives close scrutiny in "Federal Aid and Public Assistance in Illinois," a University of Chicago Social Service Monograph, by Arthur P. Miles, price $1.50. The author arrives at several recommendations, the most original suggesting that the federal government assume the administrative costs of state public assistance programs and withhold administrative funds rather than assistance grants, when states get out of line. Other recommendations have long been a hue and cry in Illinois: that a federal grants-in-aid program for general assistance be established; that the staff of the state division of old age assistance be enlarged and adequately paid; that local advisory boards be created for the county welfare departments; that the localities participate in financing the OAA program under an equalization plan; that the administration of relief and public assistance be integrated under a state department of social welfare. As far as the latter recommendation is concerned, the author had his wish before the monograph was off the press. Last March the governor announced that the Illinois Emergency Relief Commission would become a part of the State Department of Public Welfare's new division of public assistance. [See *Survey Midmonthly,* April 1941, page 125.]

Gone with a Veto—This year for the first time in the four years since the Negro women of Georgia presented the state with a plant for a training school for Negro girls, the legislature voted funds for the school's operation. Impressed by the united drive of church women, ministers, business men, juvenile court judges, and the press for favorable action on the appropriation, the house passed the bill with but four dissenting votes, the senate with but one. Governor Talmadge, however, evidently was unimpressed, as he vetoed the bill only a few days before it would automatically have become law. Georgia with a debt-free school plant built with the nickels, dimes, and quarters of its Negro women still has no place to care for its delinquent Negro girls—except, perhaps, the jails.

Unsettled—A stormy legislative session in Pennsylvania so far has blown most of the proposed new welfare laws into committee, among them S.554, the Bartlett bill to repeal the hated Eckels Milk Act. [See *Survey Midmonthly,* September 1939, page 286 and May 1940, page 177.] This bill to rescind the present requirement for compulsory milk for relief clients managed to get out of the senate welfare committee only to be swept into the health committee. Says *Social Legislation,* bulletin of the Pennsylvania Charities Association: "It is now apparent that there are powerful forces working behind the scenes to kill S.554 . . . (which) would deprive a small group of milk dealers of a very lucrative source of income. . . . Passage of the bill would make it possible for families to participate in the food stamp plan to a greater extent than at present."

Among the few welfare bills to escape the legislative buffeting and emerge as law is one complying with the model uniform transfer of dependents act drafted by the National Conference of Commissioners on Uniform State Laws. This authorizes the State Department of Public Assistance to enter into reciprocal agreements with agencies of other states in connection with "acceptance, transfer, and support of persons

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receiving public aid." The legislature also passed a deficiency appropriation of $6,300,000 to carry the public assistance program through the month of May to the end of the fiscal biennium. By the last week in May no appropriation had been passed for the biennium beginning June 1, 1941, though the governor's recommendation for $130,000,000 had been reported favorably from the house committee on appropriations. This is $18,000,000 less than the governor's preliminary request last December. [See *Survey Midmonthly,* January 1941, page 23.]

Defense Victims—Rescinding its former instructions to local welfare boards to reject dependents of men in military service under the aid-to-dependent children program, Michigan's welfare commission last month ruled that such dependents were eligible to all public assistance programs. However, the commission at the same time requested the regional representative of the Social Security Board to report to Washington its belief that the federal government was responsible for these dependents and should make provision for them.

An Old Fight—Last month birth control proponents in Massachusetts gained their first victory since the state clamped down on birth control clinics several years ago. [See *Survey Midmonthly,* December 1938, page 390.] In a unanimous opinion the state Supreme Court ruled constitutional an initiative petition for birth control legislation for the "preservation of health." The initiative had been protested on the grounds that it involved a religious issue and was thereby barred from legislative action by a constitutional provision which prohibits initiatives on matters affecting religion. The bench held that the proposed statute was "permissive" and "neither commands nor prohibits" any form of religious practice.

Good and Bad—New York's recent legislature left in its wake several laws which will affect health and welfare in the state, most of them favorably, but at least one is looked upon by social workers as a dangerous precedent. The latter is an amendment to the New York City Domestic Relations Court Act proposing that in family court cases probation officers shall be assigned on the basis of the religious faith of the probationer if the family contains children. A similar provision in relation to the Children's Court has already been interpreted as requiring the Civil Service Commission to certify probation officers on the basis of their religious affiliation rather than on the basis of their standing on the eligible list. The State Charities Aid Association urged the governor to veto the bill on the ground that it might create a precedent that would extend the policy to other governmental services, but the veto was not forthcoming.

The legislature passed three important amendments to the Social Welfare Law: one authorizing localities to administer work relief, another changing aid to dependent children specifications to enable the state to take full advantage of federal aid, the third removing the citizenship requirement for eligibility to old age assistance. On the health side of the picture the legislature was timid. It had been urged by its own commission on a long range health program to approve a $50,000,000 bond issue for mental hygiene institutions, badly needed because of the serious overcrowding in state hospitals, but no action was taken on this recommendation. However, other recommendations of the commission were heeded: $225,000 was appropriated—in addition to the $100,000 in the governor's executive budget—for repairing the Manhattan State Hospital and the state was authorized to continue operating this formerly condemned institution for the next seven years; $45,000 was appropriated for tuberculosis service in the state mental hospitals; $75,000 to keep alive the legislative commission on a long range health program; $25,000 to continue the governor's commission on state hospital problems which is studying ways of reducing the rate of growth of the hospital population. [See *Survey Midmonthly,* January 1941, page 24.]

On the Campuses

INSTEAD of rhetoric and academic ceremonial, Antioch College, Yellow Springs, Ohio, will devote its commencement in this grave year to a "conference on post-war reconstruction." Through addresses, round table discussions, and opportunities for informal conversations with recognized authorities in economics and political science, Antioch will attempt to set before the Class of 1941 some of the problems and the issues with which most of their adult lives will be concerned.

Job Chances—The 1941 graduates from American colleges and universities face the brightest job prospects since 1928, but selective service is interfering with employment opportunities for young men eligible for military training. These are the findings of a survey of 135 institutions of higher learning in all sections of the country, recently made public by the Bureau of Industrial Service, Inc., 285 Madison Avenue, New York. Of the 135 colleges and universities, 93 percent reported that 50 percent or more of their 1941 graduates would have jobs before the end of this summer. The replies included positions in defense industries, but did not include military service. About a third of the institutions stated that the possibility of conscription clouded the job prospects of men graduating this June. Nineteen replies stated that job recruiters were avoiding seniors with low draft numbers. Ten institutions declared employers will not hire graduates subject to selective service. Graduates under draft age, those married, or ineligible for active military duty, are preferred as prospective employes, according to five replies. On the other hand, some of the commentators asserted that "more responsible positions are being offered to female graduates than ever before, a condition they attribute not only to a more general acceptance of women in the business world, but likewise to the immediate vacancies caused by selective service."

Draft Objectors—Union Theological Seminary announces that it will readmit three of the eight students now serving sentences in the federal penitentiary at Danbury, Conn., for refusing last fall to register under the Selective Service Act. The three who have asked readmission may return to complete their studies on two conditions, according to a statement by Dr. Henry Sloane Coffin, president of the seminary, to an informal gathering of alumni: "First, if they would come back in a spirit of cooperation—if they received an official request from me they would either comply with the request or voluntarily withdraw from the seminary; and second, if they come back they will give themselves to their studies and jobs, and they will show consideration for the seminary by avoiding occasions of bringing the seminary again into similar publicity."

Consumer Education—Discussions of economic and welfare problems of everyday living were emphasized in the three-day Conference on Consumer Education, held at Stephens College, Columbia, Mo., last month. The program also stressed possible solutions of these problems through educational means, looking toward an improved standard of living in this country. The gathering brought together educators, public officials, consumer and business representatives "for an interchange of ideas on the problems of consumer education."

Campus Freedom—Colleges are urged to adopt a student "Bill of Rights" by the Committee on Academic Freedom of the American Civil Liberties Union, which has just published "a survey of the practices affecting student activities and expression," based on replies to a questionnaire received from 111 leading colleges and universities. ("What Freedom

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for American Students?" Price 10 cents from the Committee, 170 Fifth Avenue, New York.) The report proposes a ten-point charter of student liberties, including: freedom to organize "for political, religious, social, and other purposes"; the use of the college name and of college property by student organizations; faculty advisers of student groups to be approved by the students themselves; no control by college authorities over the subjects or outside speakers chosen by student groups; freedom to engage in any off-campus activity, so long as the student does not claim to be representing the college; freedom to publish "such newspapers or magazines as they wish," and to select editors "without control by college authorities or faculty"; "the successful systems of student government should be extended to all colleges."

Nurses and Nursing

SINCE the first of the year the American Red Cross has been urging the nurses on its reserve rolls to respond to the call of the U. S. Army, which has asked for more than 5,000 reserve nurses for active duty by July 1. Up to the middle of May only a little over half the quota had been filled. The slow response to the call contrasts with the accelerated enrollment in the Red Cross First Reserve which between November and April registered more than 7,500 new nurses as compared to some 2,400 for the same six months a year earlier. This brings the present total of the reserve, nurses who have agreed to serve with the army or navy "in time of national emergency," to approximately 24,000. The army estimates that it will need 6,144 nurses in the camps and station hospitals by July to care for the normal sickness expected in its forces of 1,400,000 men, and that by December it will need 8,237 nurses. Toward these totals it has supplied 1,135 through its regular Army Nurse Corps. Estimates of the number of army nurses needed should war be declared run from 18,000 to 29,000.

In Public Health—In the three years between 1937 and 1940 the number of public health nurses on duty in the forty-eight states, Hawaii and Alaska, increased 19 percent to a total of 23,705, according to the U. S. Public Health Service. Most marked increase was in the south-central states which employed 62 percent more public health nurses in 1940 than in 1937. The section where the increase was lowest, 14 percent, was the northeast where the proportion of public health nurses per population has always been markedly higher than in other parts of the country. In spite of the advances, 857 counties in the United States were still without any rural nursing service last year; twenty cities with populations of 10,000 or above had not even one public health nurse. . . . A recent study of the qualifications of public health nurses in official health departments shows a wide variation in basic educational attainment. About one fourth of the nurses had not graduated from highschool before taking their nurse's training, nearly half had graduated from highschool but proceeded no farther with academic studies, about a fourth had some college work, less than an eleventh had college degrees. Nurses in state and county health departments had, on the whole, better educational backgrounds than nurses in city health departments.

Inventory—A national inventory of registered nurses, underway since last fall, is expected to be completed this month. Conducted by the Nursing Council on National Defense in conjunction with the U. S. Public Health Service, it is the first such inventory in the history of nursing. Through the aid of the state nurses' associations, it is taking account of every registered nurse in the country regardless of how much time has passed since she was actively engaged in nursing. The purpose is to find not only nurses who, in the event of a national emergency, would be willing and eligible to engage in military service but also those who would be willing to replace nurses leaving hospitals and other civilian services for military appointments.

Schools and Courses—The Medical College of Virginia has authorized a grant of $168,000 to its nursing unit, the St. Philip School of Nursing. Of this, $130,000 will be used for furnishing rooms in the nurses' residence and enlarging the library and teaching section; $38,000 will be used over a six-year period for strengthening the teaching program. . . . Under grants from the National Foundation for Infantile Paralysis of $7,500 and $1,240 respectively, Teachers College, Columbia University, and the University of Minnesota are offering courses in orthopedic nursing to prepare supervisors in the public health nursing field and in hospitals. . . . Western Reserve University is offering several courses for nurses in its summer session, among them one for school nurses on child development, and two on public health which are part of the required program for certification in

It was in the nineties that Jane Addams advised a young woman, who had finished her university training and had traveled abroad, to settle down in South Philadelphia to direct the work of the new College Settlement. On June 1, Anna F. Davies retired after forty-four years in which she made herself and her neighborhood house a creative center in the expanding life of the whole city.

In 1897 she found almost no social agencies in the district. It was overcrowded; living conditions were degraded; there was much crime. She led in movements for better housing, for a free library, probation officers, kindergarten classes, playgrounds, visiting nurses. Residents and co-workers, after their training with Miss Davies, have become leaders in other settlements and social agencies. Boys in settlement classes and clubs have become substantial citizens of Philadelphia. Children, awakened to music and art, have become factors in Philadelphia's cultural development.

At the same time, Miss Davies herself has been active in the city at large. She joined in fighting against political corruption, was a candidate for the city council, a member of the vice commission. She became a trustee of the Mothers' Assistance Fund and was chairman of the Council of Social Agencies for six of its early years. She

ANNA F. DAVIES

was instrumental in founding a 116-acre camp which cooperates with thirty social agencies on the theory that "country clubs" should be available to all. In the influenza epidemic in World War times, she organized a home nursing and housekeeping service. Before work relief was thought of in the hard times of the thirties, Miss Davies was a leader in projects to create useful employment as a form of necessary relief.

Now she retires; but there is every anticipation that her valiant spirit will continue to make itself felt in the life of the community.

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public health nursing. . . . The National Organization for Public Health Nursing recently put its stamp of approval on the public health nursing course offered by Loyola University, Chicago, in its department of preventive medicine, public health, and bacteriology.

Convention— The first biennial convention of the National Association for Colored Graduate Nurses will be held in Los Angeles, August 17-22. For detailed information inquire of its chairman, Ferrol Bobo, 1350 East 48 Street, Los Angeles, Calif.

Swan Song—Lack of funds has numbered the days of the East Harlem Nursing and Health Service in New York, an organization which has attracted the interest of nursing circles since the inauguration of its students' service in 1928. The organization will close its doors at the end of June, but many of its functions will be incorporated into the activities of other neighborhood organizations, particularly of the new municipal East Harlem Health Center.

Casualty— Only a memory to the many American and Canadian nurses who have used it as their headquarters while studying in London is the Florence Nightingale International Foundation house, victim of a Nazi time bomb. Though two girls were in the drawing room when the bomb came through the ceiling, no one was hurt as the bomb did not explode until two hours later. When it did, the house was practically demolished.

Advance and Set-Back— In the steady fight to gain recognition and educational opportunities for Negro nurses, the National Association of Colored Graduate Nurses reports two recent victories. Largely the result of its efforts was the action of the National League of Nursing Education in changing its by-laws to admit individual memberships, thus enabling Negro nurses, barred from state leagues in states with bi-racial standards, to obtain professional standing by joining the parent organization. Consideration of similar action by the American Nurses' Association will have a place on the agenda of the next meeting of the ANA's house of delegates in 1942. Another victory for Negro nurses was the inclusion of the National Association for Colored Graduate Nurses in the Nursing Council on National Defense set up last fall, and the decision of the council to include Negro nurses in its national survey now underway.

Rather hollow, however, is the latter victory in view of the attitude of the army, which so far has asked for only fifty-six Negro nurses, all now on duty at the Negro cantonments at Fort Bragg, N. C. and Camp Livingston, La. [See "Negroes and Defense," *Survey Graphic,* June 1941.] In spite of the successful experience of integrating Negro nurses into the army service during the last war Major General James C. Magee, surgeon general of the U. S. Army, has definitely recommended that Negro nurses "only be called to service in hospitals or wards devoted exclusively to the treatment of Negro soldiers," and has intimated that the fifty-six fill the quota. According to a War Department announcement, the large general hospitals being established by the army for the care of long-term cases will use no Negro professionals although they will accommodate Negro patients "without discrimination."

The Public's Health

MUNICIPAL health budgets, at least for the larger cities, are still far from pre-depression levels, according to figures compiled by the International City Manager's Association. Among sixty-four cities over 100,000 population the average 1940 expenditure per capita was 84 cents as compared to $1.19 in 1929. The 1940 per capita expenditures for individual cities ranged from 14 cents to $1.82, including federal, state, and voluntary contributions to municipal health programs as well as municipal funds. But the general lowering of health budgets since 1929 does not necessarily mean a corresponding reduction in services, since many municipalities now budget as "welfare" previous "health" functions, such as the distribution of medical supplies. The statistics show an increase in the number of health personnel employed, the 1940 average being 39 per 100,000 population as compared to 34 in 1929. However, only twenty-eight of the cities employed more than one public health nurse per 10,000 population, though health authorities have long considered one nurse per 2,000 persons the desirable quota.

Cooperation— The Farm Security Administration and the Hospital Plan, Inc., of Utica, N. Y. have cooperated in enrolling more than 200 farm families of Chenango County as members of a ward hospitalization plan. The FSA recently abandoned the idea of setting up its own hospitalization plan in the area in favor of encouraging its families to become part of the Utica plan, which has an enrollment of 12,000 in its low-priced ward service category.

Preparedness— At least one hospital in New York is prepared for emergencies which might arise from attempted sabotage of the defense program. Last month the Downtown Hospital and the Pan American Clinic dedicated seventy-five of its beds to catastrophe service, and formed a hospital medical emergency defense unit consisting of fifteen nurses and twelve members of the institution's medical staff. At the dedication ceremony the hospital director called attention to the concentration in the downtown area of offices connected with defense planning. It was recalled that at the time of the 1920 Wall Street bombing 185 persons were brought to the hospital in twenty-four hours.

Prevention— How far beyond remedial care to the realm of prevention prepayment medical care plans really go is the subject of a study now under way in the division of health and disability studies of the Social Security Board. Several of the well-established groups have agreed to submit monthly reports on the types and amount of service rendered each subscriber, the number of persons eligible for service, the details of organization and operation. The first group to be studied is Trinity Hospital, Little Rock, Ark. In its planning the division has had the cooperation of representatives from the U. S. Children's Bureau, the Public Health Service, the Farm Security Administration, the U. S. Bureau of the Census, private foundations, and experts in medical economics.

In the Bowery— In an effort to reduce the high rate of rejections by the army of men passed by the Selective Service Administration, New York City's WPA Tuberculosis Service last month began giving X-ray examinations to the men called before Local Draft Board No. 1. Previous to the inauguration of this service 7.5 percent of the men placed in Class 1-A by the board had been rejected at induction centers on account of tuberculosis. Because of its high Tb. incidence, the area covered by Local Board 1 has been called the "lung" area of the city. Of the 8,000 men registered from this district, 1,500 are seamen from the Seamen's Church Institute; 2,300 are Chinese from "Chinatown"; 1,500 are residents of the Bowery and its "flop houses," doorways, pavements. Total rejections by Local Board 1—47 percent—have run at about the same rate as in other parts of the city; but its rejections for venereal disease have been nearly 6 percent as compared to less than 1 percent in the city as a whole.

Half Way—With the recent entrance of Iowa, Maine, Utah, and Vermont to the group of states having pre-marital health examination laws, the country has become evenly divided between states with and states without such statutory protection against venereal disease. However, the twenty-four states with pre-marital laws contain more than 60 percent of the nation's population. In all

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these states except one, Virginia, no marriage license may be granted to persons with infectious venereal disease. In Virginia, though examinations are required, the presence of infection is not a bar to obtaining a license.

Twenty states now have laws requiring the serological examination of expectant mothers and treatment of those infected, Nevada being the latest state added to this roster. However, the same legislature which recently passed Nevada's pre-natal examination law rejected a pre-marital requirement. Pre-marital examination bills also were rejected by the 1941 legislatures of Georgia, Kansas, New Mexico, and Washington.

Hospital Plans—Non-profit hospital service plans in the United States now have a total membership of more than 6,200,000, according to latest counts. More than 1,739,000 new members joined during the past year. Estimates based on past experience predict that during 1941 the plans will pay the bills of upwards of 600,000 persons in 2,000 hospitals, bringing the latter income in excess of $35,000,000.

For Epileptics—In Cleveland a sheltered workshop, the Auracraft Shop, lifts the burden of idleness from epileptic children dismissed from schools and epileptic adults released from their jobs. Set up last December under the sponsorship of the medical committee of the Academy of Medicine of Cleveland, the workshop provides occupation and training five afternoons a week to unemployed epileptics, who receive a small remuneration for their work. The program is under the supervision and administration of the Association for the Crippled and Disabled. During the first three months of its operation not one disturbance of an epileptic nature occurred.

Professional

SUSPENSION of state residence requirements for public welfare workers has occurred with increasing frequency during the past three years, according to the American Public Welfare Association. More than thirty states now allow public assistance agencies to waive such requirements when filling specialized; technical, or professional positions. The association attributes this recent relaxation of former hide-bound rules to the personnel standards which the states have been working out in cooperation with the Social Security Board. In seven states permission for such action is implied in the merit system law. In twenty-five states residence requirements may be waived by order of the director of personnel, the merit system council, or other officials. Altogether thirty-one states have specific residence requirements for workers in public assistance agencies, most of them for at least one year's state residence immediately preceding the merit system examination. A few states, however, require much longer terms of residence—Kentucky, five years; Texas, four; Pennsylvania, three. In Nevada persons wishing to take merit system examinations must have lived in the state five out of the preceding nine years.

New Institute—Data leading to the improvement of living standards concerned with food, clothing, and shelter will be the object of research at the newly established Ellen H. Richards Institute at the Pennsylvania State College. In addition to inaugurating new investigations, particularly in the field of housing, the institute will consolidate some of the research formerly carried on in the departments of chemistry and home economics and in the agricultural experiment station located at the college. Some of the projects already begun in the other departments are studies in textile technology and in human nutrition. The institute's first director will be Pauline Beery Mack, since 1935 the college's director of research in home economics.

Periodical—Last month heralded the first appearance of *American Seamen, A Review,* a semi-annual magazine devoted to "the work being done on behalf of seamen," published by the American Seamen's Friend Society through funds acquired through the legacy of the late Daniel Bacon. The first issue contained articles on the various phases of seamen's welfare work, such as the development of seamen's institutes, the relationship of the private seamen's agency to government work for seamen, the history and purposes of the National Association of Seamen's Welfare Agencies, the picture of collective bargaining in the maritime industry.

Dates—The 1941 Legal Aid Conference, sponsored by the National Association of Legal Aid Organizations, is scheduled for September 17-19 in Baltimore. . . . The dates for the Cooperative League's tour of American cooperatives [see *Survey Midmonthly,* April 1941, page 124], originally announced for June 30 to July 13, have been changed to July 7-19.

Useful—Two pamphlets recently issued by the American Public Welfare Association should prove welcome nourishment for public welfare workers hungry for guidance in their jobs. "The Place of Case Work in Public Assistance Programs," by Eda Houwink, suggests methods and attitudes that will help the public assistance visitor to do a constructive job in her constant trek after eligibility. "Intake in a Public Agency," by Inez Taylor, performs a similar service for the intake interviewer. Price 15 cents each from the APWA, 1313 East 60 Street, Chicago. . . . The Pennsylvania Department of Public Assistance recently revised its manual "intended to present a brief resumé of matters which are likely to be of greatest interest to members of county boards of assistance." Under the title of "Handbook for County Board Members," the booklet divides these "matters" into five topics: scope of the public assistance program, general administrative organization of the program, county board functions and responsibilities, county board organization, relation of the department of public assistance to the county boards of assistance. From the department, Harrisburg.

People and Things

NOT wholly financial are the sacrifices made to defense by social agencies which have been offering up or otherwise losing some of their best staff members to emergency programs. Recently the Federal Security Agency asked the cooperation of the Community Chests and Councils, Inc., in recruiting local coordinators of defense welfare services to be sent into industrial and camp communities, and obtained the following chest and council executives: Louis Horne, Lincoln, Neb.; E. C. Jones, Highland Park and Waukegan, Ill.; E. J. Keyes, Oklahoma City, Okla.; Virgil Martin, Indianapolis, Ind.; C. F. McNeil, Omaha, Neb. The following former chest and council executives were also appointed: Charles O. Lee, Wichita, Kans.; Louis Serene, Winnipeg, Canada; Ralph Tracy, Syracuse, N. Y.

The National Travelers Aid Association has been drawing on its member agencies for the field service developed in connection with its part of the United Service Organizations program. Already three representatives are in the field; Louise Lauder, on leave from her job as executive secretary of the Albany Travelers Aid Society, assigned to the territory which coincides with the army's first corps area; Fannie Brener, executive secretary of the New Orleans Travelers Aid Society, on leave to cover the fourth corps area; Mildred Bracy, formerly of the staff of the Chicago Travelers Aid Society, assigned to the fourth and fifth corps areas.

The National Probation Association has lent its financial director, Kenneth Kenneth-Smith to the United Service Organizations for one year. Mr. Kenneth-Smith is serving as administrative secretary for the USO's cabinet of executives of member organizations. The

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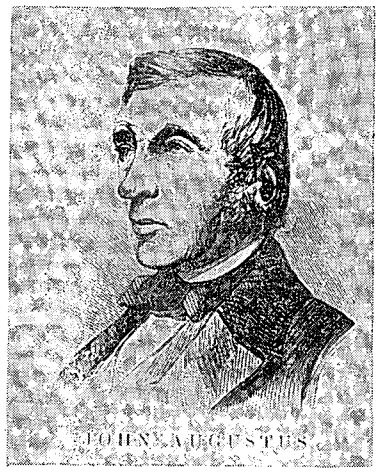

One hundred years ago a shoemaker, John Augustus, volunteered in a Boston police court to take personal responsibility for straightening out an offender about to be sentenced to the House of Correction. When the court listened to the shoemaker's plea and released the defendant in his custody, the system of probation was born to the world. Last month the National Probation Association celebrated probation's centennial by holding the first part of its annual conference in Boston, John Augustus' home, where it dedicated a tablet to his memory at the Suffolk Courthouse. The second part of the conference was held in Atlantic City in conjunction with the National Conference of Social Work.

District of Columbia is losing its director of public welfare, Robert E. Bondy, to the American Red Cross which will use him as director of services to the armed forces.

Public Service– Announcement has been made of the appointment of Charles I. Schottland as assistant chief of the U. S. Children's Bureau and of the promotion of the former assistant chief, Dr. Martha M. Eliot to the rank of associate chief. Mr. Schottland has gone to Washington from Los Angeles where he was executive director of the Federation of Jewish Welfare Organizations. . . . Also gone to Washington is Stephen Habbe, until recently director of the WPA guidance and research program of the Connecticut State Department of Education, to become clinical psychologist for the National Training School for Boys. . . . The Pittsburgh Urban League has lost its assistant industrial secretary, Wendell Payne Grigsby, to the NYA of Pennsylvania which has named him supervisor of its program for the western part of the state. Mr. Grigsby is succeeded at the Urban League by Jule Lott, formerly with the tenant selection division of the Pittsburgh Housing Authority. . . . Gayle Burlingame, editor of *We, the Blind,* official organ of the Pennsylvania Federation of the Blind, was recently appointed executive director of the Pennsylvania State Council for the Blind.

New Home—Flushing Meadows, scene of New York's now extinct World's Fair, is to remain the permanent location of the American Museum of Health, heir to the $600,000 collection of exhibits from the Fair's Medicine and Public Health Building. Last March the museum signed a lease for occupation of a building which during the Fair housed the Masterpieces of Art. It is to remain a permanent part of the Flushing Meadows Park, now under construction. During the months since the Fair closed a large number of the museum's exhibits have been sent out on loan to educational and health organizations in various parts of the country.

Visitors—This month we have in our midst eighteen directors of Latin American schools of social work who have come to this country at the invitation of the American Association of Schools of Social Work, the U. S. Children's Bureau, and the division of cultural relations of the Department of State. The directors, who began their visit with three days at the National Conference of Social Work in Atlantic City, are being taken on observation trips to selected schools and agencies throughout the country. Before their return home they will be guests of honor at a conference in Washington sponsored by the executive committee of the AASSW in cooperation with the Children's Bureau's advisory committee on Pan American questions. The countries represented by the visitors include Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Mexico, Paraguay, Peru, Uruguay, Venezuela.

Changes—Announcement comes from Johns Hopkins University that Dr. Adolf Meyer, distinguished dean of the mental hygiene movement in this country, will retire at the end of the academic year as director of the Phipps Psychiatric Clinic which he has headed since 1912. Although Dr. Meyer reached the retirement age of seventy in 1937 he has continued to teach and his retirement now is at his own request. He will be succeeded by Dr. John Clare Whitehorn, professor of psychiatry at Washington University, St. Louis. . . . Harold F. Strong, formerly director of the Connecticut Junior Republic, Litchfield, Conn., this month took up the duties of director of the Children's Village, Dobbs Ferry, N. Y. succeeding Leon C. Faulkner who has entered the army as a lieutenant colonel. . . . On June 1 Charles Ernst, erstwhile director of the Washington State Department of Social Security, became a member of the staff of the American Red Cross serving as assistant to the vice chairman in charge of domestic operations. . . . The Family Welfare Association of America has chosen Mabel Uzzell, formerly with the Joint Vocational Service and the Social Work Vocational Bureau, to fill its newly created position of membership and personnel secretary. . . . The United States Committee for the Care of European Children last month announced the appointment of a new executive director, Robert Lang, of the Oregon Mental Hygiene Society, to fill the position left vacant last February by Eric H. Biddle [see *Survey Midmonthly,* March 1941, page 96]. The committee's acting director, John F. Richardson, Jr., is going to Chicago to take charge of the social phases of the study now being made by the Cook County Budget Survey Commission. . . . Another old post of Eric Biddle's was recently filled when the Community Fund of Philadelphia chose John B. Dawson, secretary of the Dayton, Ohio, Community Chest, to be its executive secretary. . . . Eva B. Palmer recently resigned from the staff of the Cleveland Society for the Blind after thirty years of service as its director. She is succeeded by her former assistant, Mabel J. Winsworth. . . . Dr. W. A. Goldberg has left the Jewish Social Service Bureau, Chicago, to form his own agency, Public Welfare Consultants, at 540 N. Michigan Boulevard, Chicago.

Deaths

DR. MATTHIAS NICOLL, JR., for seven years health commissioner of New York State, a post he resigned in 1930 to organize and head the newly established health department in Westchester County.

EDITH MARY EVERETT, in mid-May, at her home near Philadelphia. For twenty years Miss Everett was associated with the White Williams Foundation, latterly as its director. She was a leader in the development of visiting teacher work and president of the American Association of Visiting Teachers.

DR. J. ROSSLYN EARP, in Albany, N. Y. Formerly director of public health in New Mexico, since 1937 Dr. Earp had been medical editor of the New York State Health Department.

JULIA K. JAFFRAY, suddenly, at her home in New York. An authority on prison conditions, she was associated for many years with the National Committee on Prisons and Prison Labor and with the educational program of the General Federation of Women's Clubs.

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Readers Write

New York's Children

TO THE EDITOR: At a time when national preparedness is uppermost in our minds, may I call your attention to a book which is especially timely. Judge Polier's study of neglected, dependent, and delinquent children, which she calls "Everyone's Children, Nobody's Child" [see page 195] discusses one of the chief weaknesses in our present social organization. No one who has devoted hours to Selective Service activities during the last six months can but be impressed by the innumerable instances of social, educational, and physical maladjustment on the part of our young men registrants. The fact that almost 50 percent of our Class 1 group are eliminated because of physical defects, most of which trace back to childhood, with the extremely limited educational experience of boys even in New York City, together with the large number placed in Class F because of mental disability and criminal records, presents a frightful indictment of democracy.

Judge Polier discusses this situation from the standpoint of the younger child, the age group coming before her in the Children's Court of New York City. As a judge she perhaps has a more objective position than most of us in the social welfare field from which to evaluate the family, neighborhood, and community weakness of our life in its impact on children. Moreover, her evaluation of private and public provisions for child welfare is based on years of experience with us in our work as individuals and in her contact with our agencies.

She brings to this discussion of the general field of child welfare not only her experience in the court but a lifelong interest in the problem, wide reading and study, and a sympathetic approach to childhood, which is reflected in all she writes. She reveals the extent to which agencies place their policies and historical interests before the welfare of the child; she effectively points out the need for programs which recognize each child as an individual with his own peculiar needs; she stresses our lack of cooperation as between public and private and between agency and agency. She gives credit where it is due, but stresses the lack of joint planning in social welfare, the uncovered fields as, for example, care for delinquents and for the Negro. New York City and New York State are still handicapped by tradition of the past and at least three of the most important standards of child care of the federal Children's Bureau are not in effect here.

Judge Polier's book will have, I predict, a wide audience. Indeed, I know of no single book which so completely gives the historical perspective and the social and economic forces that have determined the development of child care in this country. It is readable, free from professional vocabulary, full of illustrations from her own experience, and contains an adequate bibliography. It is a book for the layman as well as the student. It should be required reading for all of us who are dealing with Selective Service.

Director WALTER W. PETTIT
New York School of Social Work

Progress Report

TO THE EDITOR: Since Russell Kurtz visited us in February of this year [see *Survey Midmonthly*, March 1941, page 78], improvements have been made in facilities for recreation and general welfare of soldiers at Camp Stewart, in Hinesville, and in the neighboring city of Savannah.

The Men's Service Club at Camp Stewart has a staff of three hostesses and a trained librarian to assist the morale officer in plans for this club and for other social activities at the camp. The ballroom has comfortable furniture and a good floor for dancing. Each regiment has a recreation building which can accommodate 280 soldiers and their dates. The morale officer and his assistants have visited all towns within a thirty-mile radius of the camp, and have planned with parents for their daughters' attendance at the dances. The latest equipment has been ordered for the library of from 3,000 to 5,000 volumes and for the cafeteria seating about 120 men.

Through the cooperation of the WPA and the citizens of Savannah the National Guard armory has been opened as a recreation center and meeting place for soldiers and their friends. The building has a restaurant, dormitory, bowling alley, game room, reception parlor. Showers, pressing rooms, and so on, are available to men staying in Savannah overnight. The men go to Savannah in convoys free of charge.

A national defense training program has been set up in Hinesville under the supervision of the camp morale officer, the principal of Bradwell Institute, and the County Board of Education. Classes are held four or five nights a week with instruction in commercial and technical subjects. The four instructors, light and heat, are provided by the County Board of Education through the cooperation of the vocational division of the State Department of Education. Typewriters, supplies, and transportation are furnished by the camp. The men are responsible for securing their own books. The chaplains of the various regiments are active in promoting this program.

Sunday afternoon concerts by the regimental bands have become a much appreciated attraction at Camp Stewart. The audience comes from near and far, often from fifty miles or more away. The athletic program at the camp includes a variety of competitive games between regiments and batteries of the same regiment. The camp theater seats 2,075 and the one in Hinesville, privately owned, seats 980 people. New local facilities include a bus station, billiard parlors, and enlarged cafe and drugstore services.

Early in April citizens and county officials met to plan a recreational program for Hinesville for which they hope to have the help of the federal government. The $10,000 recreation center, if we get it, will include a reading room, waiting room for buses, and perhaps a swimming pool. WPA hopes to house its library, organized with a very active board, in this building. All of this is seen as an advance for the town quite as much as a service to the men at the camp.

MARY L. ROGERS
County Welfare Director
Hinesville, Ga.

Miss Bailey's Error

TO THE EDITOR: In "Time for the Tenth Case" [see *Survey Midmonthly*, March 1941, page 84] your "Miss Bailey" made a statement about the location of relief offices which to me seems over-optimistic, at least as things are in this state. I am employed by the WPA as an area supervisor of intake and certification, and though I heartily agree that our agency has erected many fine buildings, I cannot share "Miss Bailey's" conclusion that it has "taken welfare work out of smelly old courthouse basements."

As part of my duties I serve as WPA liaison officer in nine Michigan counties and am therefore well acquainted with all welfare offices in the area. Four of these offices still are located in the well-characterized "smelly courthouse basements," some of them hardly separated from the furnace rooms.

Though I believe that this physical setting is a great handicap, I do not have to search far to find much greater obstacles to good social work in Michigan. Since December of 1939, the date upon which relief administration was returned to the counties, social services here have been seriously set back from what was formerly a none too desirable position. Much could be said regarding the in-

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adequate services available in most counties. Strict adherence to the settlement law combined with blindness in recognizing total needs, often has resulted in extreme hardships and may eventually prove to be false economy.

MILLARD PRICHARD

Grand Rapids, Mich.

Scarcely was the ink dry on that blithe statement, "If the WPA never did anything else, it took welfare work out of smelly old courthouse basements," before I realized its over-optimism. On a visit to a county in one of our rich and socially progressive eastern states, I found the welfare office next to the coal bins, with the only convenient access through the kind of cellar doors designed, it seems, for sliding down.

"MISS BAILEY"

PR and Labor Unions

TO THE EDITOR: The controlling top group of a labor union has many of the attributes of government and it may well be that some of the recent improvements in the mechanisms of city governments might be adopted to advantage by some of our labor unions.

The outstanding improvement in municipal government in recent years has been the PR manager charter; that is, a city council elected at large by proportional representation and a city manager appointed by the council. The election of the council by PR insures both majority rule and minority representation. It is the most democratic method of election yet devised. The council, representing all substantial sections of the community, can appoint as chief executive a man of demonstrated ability in the field of municipal management. The success of this plan in Cincinnati, Toledo, Hamilton, Wheeling, is well known.

Why should not the rank and file of a labor union elect an executive committee on a secret ballot by proportional representation? Such a committee automatically would include some younger and some older men, some more radical and some more conservative. It then could appoint as its agent a union man known to be a skilful negotiator, rather than take a chance on a plurality of the membership electing an agent for his ability as an orator or for the magnitude of his promises.

The public bases its judgment of labor unions very largely on its impression of the quality of their leadership. In spite of the desire of most voters for honest government, good schools, efficient fire and police departments, and so on, many cities today are run by politicians who are incompetent if not worse. Similarly, the leaders of some labor unions are more interested in their own power and prestige than they are in advancing the status of the ordinary worker. If labor leaders can be appointed by committees which fairly represent all the membership of the union, more labor statesmen will come to the top, more differences of opinion will be settled by negotiation, and if a strike finally eventuates, it will be far easier for the union to win the sympathy of the public.

Cambridge, Mass. CHARLES H. PORTER

How to Help

TO THE EDITOR: Some of your readers may like to know about the ways available to send standard packages of food to personal friends in Great Britain. The rationing is now so drastic, that anyone, high or low, would probably welcome a package from an American friend. No cost is involved to the recipient. The price paid in this country covers: cost of food items and of transportation, insurance (the package will be duplicated and sent again if lost in transit), landing and customs charges in Britain.

Here are the contents of the lowest priced packages at two New York stores:

R. H. Macy Co. ($4.98)

1 (8½ oz.) jar bacon
2 lb. butter
2 lb. sugar
1 can evaporated milk
1 lb. tea
2 oz. onions, dehydrated

Bloomingdale Bros. ($5.20)

2 lb. ham
1 lb. butter
1 lb. sugar
1 can evaporated milk
1 lb. tea
½ lb. cocoa

The next size, about $6.50, adds citrus juice, bar chocolate, and other small items. All prices are subject to change.

Gristede Bros., New York, takes orders on the same basis for Canadian goods to be shipped from Canada. You get more for your money, but the additions are canned fruit, which seem wasteful of space.

The selection of items was made after consultation with authorities in England, and includes articles most heavily rationed, or articles practically unobtainable there.

New York JOANNA C. COLCORD

More Grapes of Wrath

TO THE EDITOR: One of my jobs since just before Christmas has been collecting clothes, food, and other things for destitute white American families in some of the cotton camps around Button Willow.

I had heard of their desperate circumstances so one day my husband and I took all the extra clothes, blankets, and fruit we could scare up and drove over there. I went, saw, wept, and came home to scour the community for warm clothing, bedding, and food. At Christmas I fixed some special little gifts and toys for three of the most destitute families, and with two of my neighbors got together food baskets and complete outfits of clothes for them. It is all so pitiful—living in tents—a spring on the ground and in some cases no mattress and very little bedding. (One mother was wrapping her baby at night in the bag she picked cotton in during the day.) A family of five children, no mother, a little girl of twelve taking charge of the brood—this is the group that I have adopted.

Kern County, Calif. S. A. H.

A Reviewer Regrets

TO THE EDITOR: Your review of my book "Your Mental Health" [see *Survey Midmonthly*, March 1941, page 101] contains, among other errors, the words: "Dr. Liber has collated numerous articles which have appeared in the medical press."

This may lead to a misunderstanding.

The truth is, I have assembled *my own* articles and stories from the medical press, particularly from the New York State *Journal of Medicine* and have systematized them into a book.

B. LIBER, M. D.

TO THE EDITOR: I do not blame Dr. Liber for commenting. It would have been better had the word "his" appeared before the word "numerous," but there is justification for the use of the word "collate." In the Oxford English Dictionary "collation" is described as "a bringing together or collection," and to collate means "to put or bring together." Webster's New International refers to "collation" as "a bringing together for the purpose of verification, coordination or the like." I regret that the word "his" did not appear before the word "numerous." It was my intent, as the reviewer, to indicate by "collate" the assembly of the author's own articles.

IRA D. WILE, M. D.

Correction

TO THE EDITOR: In the May issue of *Survey Midmonthly*, page 157, Maine is mentioned as one of seven states without an Aid to Dependent Children program. This is an error. Maine has had an approved plan for Aid to Dependent Children since February 1936. Moreover, it operated a mothers' aid program continuously from 1917 to 1936. It is currently carrying 1,560 ADC cases.

JOEL EARNEST

State Commissioner of Health and Welfare, Augusta, Me.

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Book Reviews

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Out in the Open

EVERYONE'S CHILDREN, NOBODY'S CHILD, by Justine Wise Polier. Scribner. 331 pp. Price $2.75, postpaid by Survey Associates, Inc.

THE outstanding characteristic of this book is one which will not be fully appreciated by many readers outside New York City. Throughout the country, social workers and laymen who are interested in dependent and delinquent children will find it warming and informing, and will recognize that it is written by a judge whose heart and mind are used with devotion and wisdom in the attempt to meet the "total needs of the individual child." But only those who are familiar with the vast social work structure of New York will recognize that it is, above everything else, a fearless book. [See page 193.]

There is nothing particularly courageous in a sketch of the historical background, in earlier English and American practices, of our present methods of dealing with underprivileged children. It is a sorry story of stupidity and cruelty, however unintentional the latter may have been. The thing that takes courage is for a Children's Court judge, who is still on the bench and must daily meet the accusing eyes of her colleagues, to keep from ending this historical account with a contrasting picture, all sweetness and light, of a twentieth century court and welfare system, utilizing the vast social resources of a great city to solve the problem of an individual child as delicately as a huge power press cracks a watch crystal without crushing it.

Judge Polier has that honest courage. Her chapters on "Children in Court," studded with an interesting variety of cases, are followed by a chapter, "Welfare's Roulette Wheel in New York City," which will bring little comfort to hundreds of private and not a few public welfare agencies. In unmistakable terms but without rancor, she makes it clear that their failure to set and maintain acceptable standards for the care of dependent, neglected, and delinquent children has made adequate child care too often a mere matter of chance.

The place where the author displays the fearlessness which most young judges, with an eye to advancement, would discard for discretion is in her discussion of private and sectarian agencies which have demanded and received large public subsidies, at the same time resisting public supervision, without attaining, or in some instances approaching, such well established standards of child care as those set up by the federal Children's Bureau. "The dangerous and costly element of chance that pervades the New York program," says Judge Polier, "is directly traceable to the fact that the agencies of the state—the State Board, the City Department of Welfare, and the Court—can move and act on behalf of children only within the orbit prescribed by the sectarian and private institutions."

Every well informed social worker in New York is fully alive to the situation produced by this self-centered insistence on the maintenance of the sectarian status quo, the injurious effect on civil service and on personnel standards in general, and the frequency with which children's cases are disposed of as though they were apples being sorted on a screen in which sectarian holes have been punched. Few will discuss it, however, except in hushed tones; and very few indeed would have the courage to publish, in a book destined for wide circulation, a forthright opinion that the situation is bad and should be corrected.

One must, therefore, respect Judge Polier for having written not only a good book but also a fearless one. As anyone who knows her fully realizes, she has been actuated in doing so by only one desire: to see our courts and welfare agencies serve dependent and delinquent children as the law and common humanity dictate they should.

Her final chapter, on "Underprivileged Children," is followed by a postscript that is again historical. Lest one be lulled into closing the book with his mind comfortably dwelling on the plight of the poor in Elizabethan England, the pictures that fill the final pages are of children of migrant workers, tenant farmers, and sharecroppers: in this democracy, "Everyone's Children."

AUSTIN H. MACCORMICK
Executive Director
The Osborne Association, New York

Who Said What

CONTEMPORARY SOCIAL THEORY, edited by Harry Elmer Barnes, Howard Becker and Frances Bennett Becker. Appleton-Century. 947 pp. Price $5, postpaid by Survey Associates, Inc.

THE editors regard this as "the most serviceable guide to advanced studies in the sociological field." If this is true, one of the reasons is the 2,300 indexed names of men who have said or are said to have said something of importance about social theory. What they said, when they said it, or in what book, often is not given, or only vaguely, but having the names, the inquiring student can "look them up." This may help him to become a "scholar." I am not sure it will make him a scientist.

One of the worst offenders in the naming of many names is Mr. Barnes, who, in his five chapters, the substance of which he has published several times before, is up to his old trick of writing such as: ". . . has been studied by Charles Abbott, Clark Wissler, Ernest Volk, and Leslie Spier." ". . . we are indebted to T. A. Willard, J. L. Mitchell, R. B. Stacy-Judd, E. H. Morris . . ." and fifteen others. There are two other similar lists on the same page. Of course, Barnes long has been famous for his "shotgun prescription" type of scholarship, but in this volume Franklin Thomas runs him a close second.

However, these thousands of names and many titles may be one of the virtues of the book for the graduate student. He doesn't learn much about the men but he learns that they did work of certain kinds, some of which may be or may have been important. However, there are obvious disadvantages to this indiscriminate tossing about of names. Many of the ablest living sociologists are mentioned only once or not at all, while many lesser men are mentioned often. I think about 2,000 of the 2,300 names are relatively unimportant for contemporary social theory. Some modern "scholarship" is like the twenty-sixth chapter of Numbers.

There are good bibliographies at the ends of the chapters and in a classified appendix, but the publishers are not often named and often the place of publication is omitted. Fortunately, dates of publication are seldom lacking and the indexes of names and subjects are excellent.

The book is divided into seven parts: I. The Sociological Frame of Reference (4 chapters); II. Natural and Social Sciences (2); III. Environmental (2); IV. Biological (3); V. Psychological (2); VI. Cultural (3) VII. Applications of Sociological Theory, to economics, politics, jurisprudence, crime, social work, education, and religion (7)—twenty-three chapters in all. The general approach is historical and/or bibliographical exegesis, with the exception of Becker's two chapters on typology and historical sociology (which are most readable and in some respects most stimulating, though his penchant for poetry is annoying in a scholarly treatise), Eubank's on concepts (though it is not a substitute for his excellent treatise), Parons' on economics, and possibly Barnes' on political thought. Social workers doubtless will appreciate Klein's chapter on social work. The material dealing with the relation between the natural and social sciences is the weakest in the book.

Of course, sociology and the other social sciences should be treated as are natural sciences. Failure to do this is my major criticism of the book, but here, of course, the doctors disagree. The

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"better book social theory" which the editors predict in their preface will come, I think, only when social scientists admit the obvious fact that social phenomena are natural phenomena and the social sciences are natural sciences, and then develop the theoretical implications of this simple but, to most social "scientists," revolutionary proposition. Most of these authors implicitly accept this view or come dangerously close to it, but they just can't bring themselves to say the fatal words upon which all converts tend to choke "I believe—Lord, help thou my unbelief." Until this conversion occurs, social theory will probably continue to be a rehashing of prescientific opinions and the construction of social theory appropriate for the natural sciences of social phenomena will be delayed.

In short, I think a better book on this subject could be written in fewer words with fewer names. Hundreds of these names will be forgotten, except by antiquarians, and the sooner the better. Certainly they have little place in "contemporary" sociological theory.

Miami University READ BAIN
Oxford, Ohio

A Conservative Force

THE IMMIGRANT IN AMERICAN HISTORY, by Marcus Lee Hansen. Harvard University Press. 230 pp. Price $2.50, postpaid by Survey Associates, Inc.

SOME time ago a learned historian was ploughing his way across the campus of one of our great universities, apparently wrapped in thought about the succession of Hapsburg dynasties or military strategy in the Wars of the Roses. Meeting a colleague, he suddenly asked, "What is cultural history?" and passed on without awaiting an answer. One of the best replies that might now be given to this question is, "Read Marcus Hansen!" Three books by Hansen have appeared in 1940, subsequent to his untimely death. In two of them, "The Atlantic Migration 1607-1860" and "The Mingling of the Canadian and American Peoples," he contributes to our understanding of the demographic and social foundations of American life through painstaking and intensive research. Insights developed in the course of this research are distilled in a brief and fascinating series of essays which constitute "The Immigrant in American History." One rarely finds in such a little book so many new and useful ideas.

In treating the relation of immigration to continental expansion, Professor Hansen shows that the immigrant was not found among the early frontiersmen and, prior to 1870, only rarely among their successors, the pioneer farmers. The job of the frontiersman was a highly skilled profession, involving a thousand knacks by which nature's raw materials were transformed to satisfy the need for food and shelter, knacks which required training through many years in the school of the wilderness. The immigrant was barred from the frontier both by his lack of these skills and by his traditional aversion to the loneliness and privations of wilderness life. Incidentally, this observation may have some significance in explaining the concentration of population on the rim of South America. It is also relevant to the immediate problems of refugee settlement. The immigrants, however, were the "fillers in." As such, they helped to give the movement of expansion its "disorganized and reckless character."

Professor Hansen shows that, contrary to popular impression, the immigrants in the main have been a conservative force in American political life. They tended to become the exponents *par excellence* of individualism and "free enterprise." Occasionally immigrants brought revolutionary ideas which they developed on American soil, but such cases were exceptional. For the most part the force of immigrant opinion was opposed to the revolutionary experiments of the middle nineteenth century and to the Populist movement in America toward the end of that century. Their influence tended to keep the American labor movement conservative. They presented an obstacle to the progress of woman's suffrage. These observations, however, are limited to the first generation as a group. The attitudes of the children of immigrants often have, as Professor Hansen notes, a very different motivation. The recession of immigrant influence in American life is, therefore, one of the factors making for more rapid social change today.

The treatment of Puritanism, as enforced by the conditions of colonial and pioneer life, and the relation of the immigrant to that development, is equally fascinating. The treatment of the contribution of immigrants to the development of American culture is somewhat more conventional, though perhaps not less valuable. The culture of immigrant groups in America is pictured as neither a mere projection of Old World culture nor a mere absorption of the new, but a distinctive product at once both immigrant and native.

Washington, D. C. FRANK LORIMER

Symptoms and Substances

STRANGE MALADY: THE STORY OF ALLERGY, by Warren T. Vaughan, M.D. Doubleday, Doran. 268 pp. Price $3, postpaid by Survey Associates, Inc.

A LOT of people are going to read this book. They will enjoy it as good reading and also, I suspect, because it deals with many of the ills to which flesh is heir. Most people have symptoms of one sort or another at times and they love to talk and read about them. Certainly there can be no objection to this when the information available is authoritative, interesting, and understandable.

"Strange Malady" is the apt title Dr. Warren Vaughan has chosen for his book on allergy. His friendly narrative style makes it read like a story. Particularly interesting are the personal touches in the early chapters on the development of the concept of allergy. As a young lad the author, whose father was a leader in scientific thought in medicine, met a number of the pioneers whose work directly or indirectly advanced the knowledge of immunology.

Allergy, it is explained, is not in itself a disease, but rather a process or reaction that results in the symptoms and signs of disease. It is due to what is termed "sensitization" of the living cells which on contact with the proper excitants react in an altered and abnormal manner. These excitants, strangely enough, are the ordinary things we breathe, eat, and touch. Allergy may express itself in many different ways and in many parts of the body. Hence, the symptoms are almost as numerous and varied as the substances responsible for them.

All this Dr. Vaughan explains with quaint illustrations and case citations. However, as the central theme of the explanation he uses Ehrlich's side-chain theory. This theory cannot be considered as scientifically proven, but it serves as a basis for a simple explanation of the phenomena of allergy for the non-medical public. Dr. Vaughan has undertaken a difficult task—a great deal about allergy is not yet understood—and has succeeded in producing a very readable, quietly humorous and informative book that will be enjoyed by the reading public. ROBERT A. COOKE, M.D.

New York

What We Eat and Why

THE AMERICAN AND HIS FOOD, by Richard Osborn Cummings. University of Chicago Press. 267 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book grew out of the author's conviction that historians should take account of the vital constitution of man as well as of his activities and that food habits are as worthy of record as many other social, economic, and political aspects of history. The growing impetus of the defense program has provided an added incentive for looking into the effects of social and technological changes on the diet and the nutritional status of the American people.

For his report of the food practices of Americans on farms and cities in the early days of the republic, Professor Cummings relies mainly on journals of travelers from other countries but his list of references ranges from cook books

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to statistical reports of government bureaus. He traces in turn the influence on food supplies and food habits of fashion, food reformers, improved transportation, refrigeration and storage, the pure food movement, and finally scientific knowledge of nutrition. The federal government is seen to play an increasingly important part in shaping food habits, both through education and through measures for regulating food supplies and purchasing power of families.

The historical information has been chosen with a nice sense of its human interest as well as its social significance. In presenting a brief summary of the evolution in our scientific knowledge of nutrition, Professor Cummings has drawn upon Grade A sources, although surprisingly he makes no reference to that gold mine of current information, "Food and Life," the 1939 Yearbook of the Department of Agriculture. In describing the effect of public information on food consumption practices, he recognizes not only those who have supplied the scientific basis for nutrition teaching but also the zealous though unscientific individuals who have succeeded in capturing the public interest.

Familiarity with this readable book will provide perspective for the activities relating to nutrition that will be an inevitable part of a civilian defense program. MARJORIE M. HESELTINE
Washington, D. C.

Seasoned with Conviction

INTRODUCTION TO YOUTH, by Erdman Harris. Macmillan. 220 pp. Price $1.75, postpaid by Survey Associates, Inc.

THIS sincere attempt by a zealous and sympathetic teacher to throw some light on the problems of guiding youth is addressed broadly to "adults who deal with young people." Mr. Harris discusses a wide variety of topics ranging all the way from a query as to whether man's actions spring entirely from self-interest to the best way to make speeches to adolescents.

It is difficult to review this book with complete fairness because the reader who is not in harmony with the author's conviction that "we are all sinners and we all stand under the judgment of a righteous God" will be bothered with the constantly recurring religious implications. Despite the fact that the author has a sense of humor, is understanding and tolerant, and that his illustrations and case histories are lively and provocative, the reader cannot quite escape the feeling that he as well as the young people under discussion are being gently but firmly evangelized.

Moreover, it seems to this reviewer that Mr. Harris has not arrived at a very clear idea himself about what makes young people, or any people for that matter, do what they do. Throughout the greater part of the book he apparently accepts the doctrine of complete free will with all its impediments of temptation, sin, repentance, and atonement. But occasionally he shows symptoms of modern behavioristic determinism, as when he condemns the punishing of a lad for stealing "without making any inquiry as to the unconscious demands which drove him to steal." The text as a whole is a curious blending of some currently accepted psychological principles, techniques of speaking, interviewing and guidance, seasoned heavily with old time religion.
Norwalk, Conn. BEULAH W. BURHOE

Indictment of a System

JOB'S HOUSE, by Caroline Slade. Vanguard. 318 pp. Price $2.50, postpaid by Survey Associates, Inc.

JOBIE MANN was getting along in years and it was hard to get the construction jobs he'd had all his life. He was a good steady workman, but his age boosted compensation rates so that younger men got the call even when the employer was an old schoolmate of his. He and Mother had a house that was all free and clear, and about $500 in the bank. Then Mother's broken hip took all the savings and put a $300 mortgage on the home. They were down to their last cent when they decided they had better ask for relief.

Miss Blanchard, the welfare worker, saw quickly that it was a case for old age assistance. Miss MacArthur handled the interview in her best style, but a widening gulf developed between her and the Manns. Jobie and Mother, with no living children, wanted to leave their home to Bessie Colton, the only mentally normal child of her parents. When Jobie and Mother discovered they would have to deed over the home to get the pension, Jobie tore up the application. Miss MacArthur was horrified: she wanted it for the records.

The Manns sold their house and moved into a bug-infested rabbit warren of a place where Job made a clean-up job for himself out of his handy-man versatility.

So runs a simple outline of a simplified tale. But a main purpose is primary: to pin down a misemphasis in public assistance administration and the tragi-comedy of certain types of case work approach. Mrs. Slade's book will be welcomed by social workers who know the desperate need to humanize the public assistance programs and to save human stuff from maceration in the mechanics. It will be damned by such divergent people as those who bow down to eligibility and those who live and have their being in case work pure and not so simple.

Even social workers who know the type will jibe at Miss MacArthur's indulgence of her theories when she abruptly tries to root out Jobie's feeling of "shame." Such things happen, but it is an instance where art must stroke life into some semblance of consistency. The incident makes Miss MacArthur a curiosity and confuses the indictment of a system by a misplaced sidelight on a personal zeal.

Less a novel than pamphleteering, the book has some telling character drawing and more than a few comments that could serve as dusty banners. For example (speaking of verifications, references, and all the questions), Job asks: "Why are Welfares so afraid? Is the world so bad? Are we all so bad you people are afraid of us?" And again (when Miss MacArthur tells him he must remember he is not an isolated case): "As if suffering is easier because a lot of us suffer instead of just one or two?" Mrs. Novinski, who quit the relief because she wanted her children to look to her, rejoiced when she got her ninth washing: "For me, I said, to hell with relief."

As a picture of social workers and their work, the book has great virtue and a broad defect. Public welfare case workers know that some of their colleagues are Miss MacArthurs and wish to high heaven something could be done about it. They also know what the general public does not: that Miss MacArthur is not typical. But the public will judge social work by the example. To the profession, therefore, "Job's House" is a valuable warning; for the public, it confuses understanding of social work. LOUIS TOWLEY
St. Paul, Minn.

Past and Present

NEW HAVEN NEGROES, by Robert Austin Warner. Yale University Press. 309 pp. Price $3.50, postpaid by Survey Associates, Inc.

THIS volume is an excellent piece of socio-historical craftsmanship. Evincing a rare scientific detachment toward the conflicting interests of white and black, North and South, slaveholders and non-slaveholders, the author has yet managed a sympathetic portrayal of the struggle, rise, and current status of the Negro in New Haven. Without assumptions, favorable or prejudicial, on the matter of "race," he has perceived and set forth an analysis of the interaction of the social forces which have shaped the course of Negro history in New England. With such a treatment and interpretation this reviewer finds himself in absolute agreement.

One of the most interesting and, from a methodological standpoint, the most important chapter in the book is entitled "The Background of Newcomers to New Haven." The material considered provides a basis for contrasting race relations in New Haven before and after an influx of "outsiders," and sets up a convenient framework for a thoroughgoing

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description of the structure of present day Negro society in the city. The complete relevancy of this chapter, situated strategically midway between the nine chapters of the study, impresses one with the conviction that at long last local and sectional history is reaching maturity.

The only question of a challenging nature which this reviewer would raise concerns the sometimes undue stress which Mr. Warner has placed on the role of the abolitionists. On one page he states, "Because of abolitionist efforts, the 'state of mind' in the North before the Civil War became more favorable toward colored people." On another, he asserts: "The radical abolitionists, of course, intruded the Negroes into the change, and attempted to secure the social and political revolution in their position by guaranteeing them the franchise through state and federal constitutional provision."

The author has thus, it appears, overemphasized and, to an extent, overdramatized the contribution of the abolitionists in their struggle against caste. This does not detract from the authenticity of his historical data, but it is worthy of mention because the book should be of as much interest to the intelligent casual reader as to the scholar; and the casual reader too often misses significant implications by taking such generalizations and oversimplifications literally.

By and large, however, this study is authoritative, scholarly, interesting, and singularly free from the encumbrance of surplus scientific verbiage.

Fisk University CHARLES S. JOHNSON

So Quaint

SALT OF THE EARTH, by Victor Holmes. Macmillan. 311 pp. Price $2.50, postpaid by Survey Associates, Inc.

THEY all are here, the familiar small town "characters"—the spinster milliner, the wise doctor, the vote-getting lawyer, the philosopher printer, the town drunk, the civic-minded club woman. And the country editor—recently come from the city it should be noted—looks out of his window under the wooden awning on the town square and writes their stories. The publisher says that this is "a biography of the town itself," but that the people "representing various towns, have been grouped in a mythical community."

"Mythical" is the word for the Grand City (pop. 2,000) where the author—Victor Holmes is a pen name—"groups" his people. The town itself simply isn't there in terms of substance or color or temper of its own. The people are "salt of the earth" indeed, but without background or setting they and their stories become curiously synthetic, as though tailored to meet literary expectations. They are characters not people, and the author seems less a country editor rooted in the life of a community than a city newspaper man who thinks that all these stories would make a good book. To the last page he remained "Mr. Holmes" to Grand City. City people will like "Salt of the Earth"; it has so many quaint characters who almost might have come out of the movies. GERTRUDE SPRINGER

The Norfolk Colony

THE DEVELOPMENT OF PENOLOGICAL TREATMENT AT NORFOLK PRISON COLONY IN MASSACHUSETTS, by W. H. Commons, Thomas Yahkub, and Edwin Powers, with a foreword by C. R. Doering. Stanford University Press. 274 pp. Distributed by Dr. Doering, 55 Shattuck St., Boston, Mass.

FOR a long time the penological world has waited for an accurate report of what was attempted at the Norfolk, Mass., Prison Colony. Although Professor Haynes in his book, "The American Prison System," gave us a clear picture of the later condition of the colony, there were many who were curious about the early beginnings.

When the Bureau of Social Hygiene sent $55,000 of Rockefeller Foundation money to Norfolk to launch a study of penal practices, it was because the directors felt that Supt. Howard Gill had started something which was worthy of studying and solidifying into a permanent record. The story of the whole venture, now delineated in the greatest detail, reveals the wisdom of the Foundation's decision.

Starting with the appropriation of the first funds by the Massachusetts legislature, the report is carried forward chronologically through three fairly distinct periods—life in the Oval, behind the Wall, and Mr. Gill's defense of his policies. Dr. Doering, in his foreword, sets the stage and gives a few prefatory program notes. Dr. Commons is responsible for the official "Manual of the Colony," which in the precise statement of rules, regulations, and operating conditions gives an almost photographic image of the institution. It is in Mr. Yahkub's essay on the "History of the Colony," that we get a glimpse of the human interplay of chance occurrences and personal planning which is the kernel of institutional life. Dr. Powers' essay illustrates the colony's work with fifty case studies. While he remains friendly to Gill's principles in general, he disagrees with the classification system—the meat of the Norfolk plan.

It is not for this reviewer to say how valuable a contribution was made to penology by Mr. Gill. As with other noted idealists in this field, he caught the interest of those who came in contact with his work in the sparkling arc of his enthusiasm, and either crystallized them into glowing converts or shattered them into brittle scoffers. It is difficult to criticize impartially once one has worked with such a man. Perhaps the authors have sinned by being too gentle, but their sin is understandable. However, Mr. Gill's classification system and work on the prison labor problem mark him as a progressive and active penologist, befitting the title bestowed on him by thinking newcomers to his Norfolk group—"the Hair Shirt." WALTER WEBSTER ARGOW

New York University

ALEXANDER JOHNSON

(Continued from page 180)

won his point for custodial care of feebleminded women. At the hearing, what he pled for was not for brick to build, not for labor to do the building: he had both. What he asked was money to buy the mortar.

Again, years later, he became an apostle in this very field as director of the Committee on Provisions for the Feebleminded. As one tally of its work: new institutions in nine states hitherto without provision whatever.

A similar sequence can be drawn in the field of social work education, his work at the New York and Chicago schools, to say nothing of his itinerant leadership the country over.

But this brief appreciation of mine can dip only here and there into materials that would so richly reward a biographer of Alexander Johnson. Meanwhile turn to his own "Adventures in Social Welfare" (1923), compact as the book is of reminiscences of "things, thoughts, and folks" during his years of social work. There you will catch echoes of his laughter, his secret in linking "strenuous" with "gay" as a way of life; the philosophy he radiated to others, and crystallized in the "Serendips"—a chosen few who believed in happy discoveries and the expectancy of good.

Or if you would know of his gardener's arts, turn back to *The Survey* in the years when his "Letters from an Old Functionary" gladdened the eye and gave clues to the hand. Or if you would get the pith of a man's creed, read his address at the Fiftieth Anniversary of the Associated Charities of Cincinnati—where his social work began. It was brought out and reprinted by *The Family* in 1929. He drew on a poem of earlier days more than a decade before Churchill and Roosevelt were to share its message in a great crisis. Lancaster lad that he was, of Chartist stock, his forecast for American social workers closed with this stanza:

"And not by Eastern windows only
When morning comes, comes in the light;
In front the sun climbs slow, how slowly
But westward! look! the land is bright."

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